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Forty-second session

OVERVIEW OF UNHCR ACTIVITIES

Report for 1990-1991

(submitted by the High Commissioner)

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I. GENERAL INTRODUCTION

1 This Overview document, as its title suggests, is intended to give Members a general, yet comprehensive presentation of UNHCR activities since the last Executive Committee session (See previous Overview in A/AC.96/753 of 13 August 1990). By a series of cross references, the Overview also enables Members to place other documentation of the forty-second session of the Executive Committee of the High Commissioner's Programme in a coherent framework and should, therefore, ideally be read in conjunction with other subject-specific documents being presented to the forty-second session.

2 Chapter II, entitled "The State of the World's Refugees", provides a summary of the major developments occurring in the global refugee situation during the period covered by this Overview. This chapter focuses on international protection, durable solutions and assistance matters and the specific developments relevant to UNHCR's capacity to meet its responsibilities in these areas. Details of the international protection issues being presented to the Executive Committee for its attention are contained, inter alia, in document A/AC.96/777 (The Note on International Protection). In response to the concerns of the Executive Committee regarding the special needs of refugee women and children, three documents are being presented: the Progress Report on the Implementation of the UNHCR Policy on Refugee Women (EC/SC.2/47); the UNHCR Guidelines on the Protection of Refugee Women (EC/SCP/67); and the Report on the Situation of Refugee Children (EC/SC.2/48).

3 Chapters III to VII of the Overview deal with a range of programme, finance and administrative matters. Such matters are dealt with in greater detail in document A/AC.96/774. The first five parts of the document cover, respectively, programmes in Africa, Asia and Oceania, Latin America and the Caribbean, Europe and North America and South West Asia, North Africa and the Middle East. Each of these regional volumes provides, in an opening chapter, a review of the developments which took place in the refugee situation in that region during the period under review and then presents in alphabetical order each of the country programmes for the region. As far as tabular and statistical information are concerned, the Overview will again provide, in Tables I to III, only global and regional information on UNHCR programmes and expenditure in 1990, 1991 and 1992. Country-specific information can be found in the country presentation in the relevant regional volume of document A/AC.96/774, referred to above. Part VI of document A/AC.96/774 deals with Overall Allocations.

4 Complementing the information in Chapters III to VI of the Overview are a number of other Executive Committee documents: A/AC.96/778 (report on the status of contributions to UNHCR's voluntary funds as of 31 May 1991); A/AC.96/776 (a summary of evaluations of assistance programmes carried out during the reporting period); A/AC.96/773 (progress report on implementation of the recommendations of the Board of Auditors and the related recommendations of the ACABQ for the year ending 31 December 1989); A/AC.96/780 (Report of the ACABQ on UNHCR's activities financed from voluntary

funds); A/AC.96/779 (Voluntary funds accounts and observations of the Board of Auditors); and A/AC.96/779 Add. 1 (Report of the ACABQ to the General Assembly at its forty-sixth session).

5 Financial matters on which the approval of the Executive Committee is being sought are summarized in paragraph 58.

6 Developments in relation to inter-agency cooperation, especially with other members of the UN system, are covered in Chapter VII of the Overview. The same chapter also deals with relations with other organizations.

7 In Chapter VIII of the Overview document, the Office reports, in summary format, on its actions taken pursuant to the decisions of the Executive Committee, in this case of the forty-first session.

8 Finally, unless otherwise stated, the figures and information contained in this and other documents presented to the forty-second of the Executive Committee are as of end May 1991. As in the past, updates on matters of specific interest to the Committee will be made available to Members in conference room papers, information papers or addenda.

II. THE STATE OF THE WORLD'S REFUGEES

9 The paragraphs which follow contain a review of developments which took place in the refugee situation during the period since the last regular session of the Executive Committee, held in October 1990. During the period covered by this report, important changes continued to occur in the economic and political spheres on an international level, resulting in profound transformations in the world order and auguring hope for the resolution of long-standing refugee problems. Contrary to the positive expectations thereby generated, however, the global refugee situation deteriorated in an unprecedented manner, due particularly to developments in the Middle East region and Africa. At present, there are some 17 million refugees in the world, a figure which increased dramatically as a result of some of the largest and swiftest population flows experienced during the four decades of existence of UNHCR.

10 While in its 1989/1990 Overview (document A/AC.96/753), UNHCR noted reasons for both optimism and concern regarding the state of the world's then 15 million refugees, the events of 1990 and 1991 have underscored, as never before, the increasingly complex nature of refugee and population flows, which now affect all parts of the globe. Rarely has UNHCR been under such pressure to respond so quickly to so many diverse and difficult situations. If nothing else, the events of 1990 and the first six months of 1991 have crystallized a number of issues which require the urgent attention of the international community and of the United Nations system as a whole. Foremost among these is the issue of the emergency-response capacity of the United Nations' humanitarian machinery. Events in the Persian Gulf and the Horn of Africa have amply demonstrated that some humanitarian emergencies are far too large and complex for any one agency to handle. Previous calls for enhanced inter-agency coordination, in particular based on an effective division of responsibilites, have assumed greater significance and urgency. While the approval by the Executive Committee in 1991 of an increase in the UNHCR's Emergency Fund to $ 20 million is certainly an important step in enhancing the Office's capacity to respond quickly, discussions within the framework of the 1991 second regular session of ECOSOC and within the General Assembly will continue to examine concrete proposals for improving the emergency-response capacity of the United Nations system as a whole. With respect to UNHCR's own emergency-response capacity, the High Commissioner will also make a number of proposals to the Executive Committee relating to human resource management in emergency situations and needed stockpiles of essential items.

11 Another crucial issue, and one which goes to the very heart of UNHCR's protection function, is the question of who is deserving of international protection. The protection of refugees is beset today by major difficulties attributable in part to the complexity of population movements and a resulting lack of of clarity about the protection responsibilities of States, the proper role for UNHCR and the appropriate solutions to pursue. As never before, the humanitarian principles and machinery devised to cope with the aftermath of the Second World War are increasingly questioned on this, the eve of the twenty-first century. Drawing the dividing line between flight in search of

asylum and migration in search of a better life has become a primary preoccupation of a number of States who view with alarm their eligibility determination machinery clogged with asylum requests. Clarifying the limits of State responsibility in this domain and beginning to adapt the institution of asylum to the exigencies of today's world is one of the greatest challenges now facing the international community. This issue was the subject of extensive debate within the Executive Committee Working Group on Solutions and Protection during the reporting period and will again be reviewed by the Sub-Committee of the Whole on International Protection (EC/SCP/64).

12 More specifically, in the period since October 1990, as detailed in document A/AC.96/774 (Part V), one of the areas of principal concern to UNHCR was the Persian Gulf, where it is estimated that, inter alia, about two million Iraqis have been uprooted as a result of the Iraq-Kuwait conflict and the important civil disorders which ensued. In addition to internal displacement along the borders of Iraq, the conflict led some 1.3 million persons to take refuge in the Islamic Republic of Iran, while another 430,000 persons were accommodated in makeshift mountain camps along the Iraq/Turkey border. Almost as quickly, a substantial voluntary repatriation movement took place, and within six weeks the vast majority of these persons had repatriated, with some 7,000 now remaining in a camp in Turkey and 220,000 in the Islamic Republic of Iran. In response to this repatriation movement, and in cooperation with the Executive Delegate of the Secretary-General, UNHCR has built up its presence and activities in all major returnee areas inside Iraq. In this regard, the invaluable support of donor Governments and non-governmental organizations (NGOs) who have seconded staff for this effort must be highlighted.

13 In parallel to these developments, and on an equally daunting scale, the African continent was again the scene of significant population movements and increases in refugee numbers, as well as a substantial expansion in the volume of UNHCR's activities, particularly in the west and in the Horn of Africa. In the West Africa region alone, an area until then relatively unaffected by large-scale refugee movements, there occured a threefold growth in the refugee population with major influxes taking place, inter alia, into Côte d'Ivoire (228,000), Guinea (439,000), and Sierra Leone (30,000) from Liberia, as a result of the protracted conflict in that country. The Horn of Africa and the Sudan were once again the scene of large-scale movements, especially into Kenya and between countries in the Horn as well as into northern Zaire and the Central African Republic. Substantial disruptions in ongoing assistance programmes also occured in the region. Furthermore, the number of Mozambican refugees in Malawi increased by over 100,000 during the reporting period. The impact of this continued influx was exacerbated by widespread drought in 1990 and devastating floods and landslides in early 1991. Details of these and other developments in Africa may be found in document A/AC.96/774 (Part I).

14 Less dramatic in scale, the situation of asylum-seekers and refugees in Europe and, to a lesser extent, in North America has also evolved rapidly, against a background of major political developments both within and outside the region. The number of asylum applications continued to increase in all but a few countries, leading a number of countries to review and adapt their

asylum laws and procedures, coupled with a growing tendency to apply restrictively the refugee definition contained in the 1951 Convention. Addressing the special problem of increasing flows of asylum-seekers within the larger context of migration, in a time of substantial and far-reaching changes, particularly in Central and Eastern Europe, acquired a new urgency.

15 Although the period under review has been characterized by the emergence of new and urgent refugee developments, long-standing situations, such as that of Afghans in the Islamic Republic of Iran and Pakistan, the largest refugee caseload in the world, still require the attention of the international community and necessitate new and innovative approaches. The Secretary-General and his Representative continue their intensive efforts and consultations with all segments of the Afghan people as well as with the Governments concerned in order to reach a political settlement in Afghanistan. The large-scale repatriation of Afghan refugees undoubtedly hinges upon the outcome of these discussions.

16 Furthermore, recent events ought not overshadow achievements relating to durable solutions. A number of long-standing refugee situations have indeed been resolved, or their resolution now appears on the horizon. Thus, in Central America, the momentum created by regional peace efforts and the International Conference on Central American Refugees (CIREFCA) resulted in the repatriation in 1990 of 35,464 Nicaraguan refugees and 18,883 members of the Nicaraguan Resistance and their family members, mainly from Honduras, within the framework of the International Support and Verification Commission (CIAV). A further 7,000 Nicaraguans repatriated in the first six months of 1991. Coupled with the continued repatriation from Honduras in 1990 of 8,070 Salvadorian refugees, and smaller groups from Panama and Nicaragua in 1991, these movements have led to a scaling down of UNHCR operations in Central America, most notable in Honduras. Refugee integration and returnee reintegration projects, financed through CIREFCA, are now being implemented throughout the region, thanks to the generous donor support received at the First International Meeting of the CIREFCA Follow-up Committee in June 1990. Developments in the Latin American region are set out in document A/AC.96/774 (Part IV).

17 In Africa, there are enhanced prospects for a permanent solution to the long-standing problem of Somali refugees of Isaak origin who have been living in refugee camps in eastern Ethiopia. Diplomatic and political initiatives have also been undertaken by the Governments of Rwanda and the other five neighbouring States, the Organization of African Unity (OAU) and UNHCR, to seek a comprehensive solution to the thirty-year old problem of Rwandese refugees. In this regard, it has been agreed that the OAU and UNHCR, in consultation with all concerned parties, would produce a Plan of Action for a lasting solution to the Rwandese refugee problem. Discussions have also progressed between the Republic of South Africa and UNHCR regarding the principles and conditions for the voluntary repatriation of South African refugees and political exile and agreement on a Memorandum of Understanding may soon be reached.

18 Implementation of various aspects of the Comprehensive Plan of Action (CPA) on Indo-Chinese Refugees continued to dominate UNHCR activities in Asia

during the period under review and much progress has been made in setting up the necessary structures, particularly for the status determination of Vietnamese asylum-seekers. Notable progress continued to be made in the resettlement of Vietnamese. Progress was also made towards the end of 1990 in the voluntary repatriation of those determined not to be refugees. A sharp decline in the number of new arrivals in the Association of South-East Asian Nations (ASEAN) countries, however, was offset by a substantial increase in arrivals in Hong Kong. The lack of consensus on the future of non-refugees who do not volunteer to return to their country of origin remained a key problem impeding full implementation of the CPA. Elsewhere in the region, a comprehensive peace settlement in Cambodia now appears closer than ever and could lead to the voluntary repatriation of some 350,000 Cambodians from Thailand. Preparatory measures are being taken by UNHCR within Cambodia and on the Thai side of the border, in close consultation with the United Nations Border Relief Operation (UNBRO), other UN agencies and NGOs in anticipation of potential, large-scale voluntary repatriation movements.

19 In North Africa, with the adoption of UN Security Council resolution 690 on 29 April 1991 and General Assembly approval of funding for the United Nations Mission for the Referendum in Western Sahara (MINURSO) on 17 May, a political settlement of the situation in Western Sahara may be in the offing. Work has continued on a strategic plan for the voluntary repatriation of those eligible persons outside the territory who may wish to return.

20 As never before, the plight of refugees has been thrust onto the international agenda and is inextricably linked to widespread concern over increasing population flows, now at the forefront of the domestic political debate in many countries. There is a growing perception that it is imperative to address the world refugee problem when addressing immigration policy. While recognizing that such policies are now perceived as being at the heart of stable and coherent relations among States, UNHCR is understandably concerned that border-control and other measures aimed at preventing the illegal entry of economic and other migrants could, in practice, bar access to refugees and asylum-seekers. In this context, one of the main challenges facing UNHCR today is the need to promote and revitalize existing protection principles, while at the same time exploring avenues for the progressive development of refugee law and practice in an ever-changing world. This challenge, in addition to those alluded to earlier in this chapter, combine to make UNHCR's tasks in this new decade both formidable and essential.

III. GENERAL PROGRAMMES

(a) Introduction

21 General Programmes, consisting of the Annual Programme and the Emergency Fund, are submitted to this session of the Executive Committee in document A/AC.96/774 (Parts I-VI). Parts I-V cover the various geographical regions:

Part I: Africa
Part II: Asia and Oceania
Part III: Europe and North America
Part IV: Latin America and the Caribbean
Part V: South West Asia, North Africa and the Middle East

Each of these Parts opens with an overview of developments in the respective region. This is then followed by chapters dealing with specific countries or areas in that region. In each of these chapters, activities are presented according to types of assistance, namely emergency relief and care and maintenance, and according to activities related to the three durable solutions: voluntary repatriation, local settlement, and resettlement. Programme support and administration (PSA) costs are indicated separately from operational expenditure.

22 Part VI of the same document covers overall allocations in a similar manner. The overall allocations included in General Programmes are intended to provide assistance to individual cases or small groups of refugees in countries or areas for which no specific allocation has been proposed in a country or area chapter, or where programmes are too small to justify a separate appropriation. Costs at Headquarters for both PSA and project personnel expenditure (PPE) are included also in Part VI.

23 The narrative and financial data provided in document A/AC.96/774 pertain to the activities and expenditure: (a) as implemented in 1990; (b) as approved for 1991 by the Executive Committee at its forty-first session and revised by special sessions of the Executive Committee in February and June 1991; and (c) as projected for 1992. General Programmes also include the costs of providing international protection to refugees to the extent that such costs are not met by the United Nations Regular Budget or any Special Programmes. Financial and personnel data related to General Programmes can be found in a consolidated format in Summary Tables I to VI at the end of this document. The paragraphs that follow provide a succinct overview of major developments and trends in UNHCR activities in 1990 and the first five months (unless expressly stated) of 1991.

(b) Emergency relief

24 During 1990, numerous new refugee situations called for the use of the Emergency Fund and the mobilization of emergency operations. The provision of

such emergency assistance is an important aspect of UNHCR's initial response to various refugee situations.

25 During 1990, the Emergency Fund was utilized on numerous occasions, mainly for situations in Angola ($ 1.6 million), Burundi and Rwanda ($ 0.2 million), Ethiopia ($ 0.5 million), Guatemala ($ 0.2 million), Sudan ($ 1.4 million), Uganda ($ 0.4 million), Zaire ($ 1.4 million) and Zambia ($ 0.9 million).

26 In February 1991, the Executive Committee addressed the need of the High Commissioner to have a higher degree of flexibility to respond to a range of emergency situations. A decision was taken to increase the level of the Emergency Fund from $ 10 million to $ 20 million, with permission to spend up to $ 6 million from the Fund for any one emergency.

27 During the first five and a half months of 1991, $ 16 million had to be allocated from the Fund for emergency needs, of which $ 3 million was later reimbursed to the Fund, following the receipt of contributions to special appeals. The allocations mainly concerned new requirements in the Central African Republic, Djibouti, Ethiopia, Kenya, Malawi Malaysia, Sudan and Zaire.

28 Often, in major refugee situations, initial assistance provided through the Emergency Fund needs to be supplemented by special appeals to the international community for financial assistance. Over the period under review, appeals were issued to cover, inter alia, situations in Liberia, the Horn of Africa and the Persian Gulf region.

29 In 1990 and 1991, UNHCR's emergency response has been characterized by increasing inter-agency cooperation with specialized agencies from both within and outside the United Nations system. The pre-eminent example of such cooperation was the response to the Persian Gulf crisis.

(c) Care and Maintenance

30 After the emergency phase, the basic necessities of refugees, while they await a durable solution to their situation, are provided for by a range of activities described as care and maintenance. During 1990, a large proportion ($ 151 million) of the General Programmes budget was allocated for care and maintenance activities. It is worth noting, however, that a significant number of the refugees assisted under these activities have now attained a durable solution through voluntary repatriation or local integration.

31 In 1990, UNHCR maintained large care and maintenance programmes in Ethiopia ($ 28.9 million), Malawi ($ 19.4 million) and Sudan ($ 5.2 million). The situation in Liberia during 1990 led large numbers of refugees to seek asylum in the neighbouring countries of Côte d'Ivoire, Guinea and Sierra Leone where programmes of care and maintenance were provided. In 1990, these programmes were funded through a special appeal. More recently, as a result of the civil strife in Sierra Leone, there has been an exodus of Liberian and

Sierra Leonean refugees to Guinea. Similarly, as a result of events in Somalia, significant additional needs have arisen particularly in Djibouti, Ethiopia and Kenya. In addition, recent developments in Ethiopia have compounded refugee situations in Djibouti and Sudan and also led to new refugee situations in Kenya. The number of Mozambican refugees in Malawi has continued to rise in 1991, resulting in increases in care and maintenance costs. Furthermore, as a consequence of the civil strife in the western part of the province of Equatoria in Sudan, there have been influxes of Sudanese into northern Zaire and into the Central African Republic. In response, especially to these new needs in Africa, the Executive Committee in a special session on 28 June 1991, approved an increase in the overall programme target for the 1991 General Programmes.

32 Large care and maintenance programmes also were necessary in 1990 throughout South-East Asia: Thailand ($ 14.3 million), Hong Kong ($ 4.5 million) and Malaysia ($ 1.6 million). In the first four months of 1991, a total of 3,866 Vietnamese asylum-seekers arrived in the first-asylum countries and territories in South-East Asia. This represents a 33 per cent decrease when compared to arrivals during the same period in 1990. The decline, however, was not spread evenly over the region, as 90 per cent of the 1991 asylum-seekers landed in Hong Kong (3,481), thus putting considerable strain on accomodation and other facilities in the colony.

33 In South West Asia, the largest care and maintenance programme continued to be that in Pakistan in favour of Afghan refugees; during 1990, the cost of care and maintenance in Pakistan was some $ 29.7 million. With reports of active hostilites in Afghanistan continuing, there have been further outflows of refugees into Pakistan.

34 In Latin America, care and maintenance programmes have continued in 1990 in Mexico ($ 2.2 million) and Honduras ($ 3.1 million). The number of Guatemalan refugees opting for repatriation from Mexico continues to remain low. Some 1,750 Salvadorian refugees also remain in the Mesa Grande camp in Honduras. As their repatriation remains uncertain at the moment, UNHCR will continue to provide care and maintenance to this group.

35 An analysis (see Table IV) of the overall activities by sectors, shows that emphasis continues to be placed on the life-sustaining sectors of food, transport and logistics of relief commodities, water supply, health, and domestic needs.

(d) Durable solutions

(i) Voluntary Repatriation

36 UNHCR has continued to give high priority to activities related to voluntary repatriation throughout the period under review. Programmes relating to voluntary repatriation are included under both General Programmes and Special Programmes (see below), with the latter meeting, in particular,

expenses in the country of origin. In 1990, General Programmes expenditure on voluntary repatriation amounted to $ 5.1 million.

(ii) Local Settlement

37 In cases where voluntary repatriation is unlikely for the foreseeable future, and the host government is agreeable, local settlement of refugees within the host country is often the best possible solution. During 1990, an amount of $ 91.6 million was spent on local settlement activities, of which $ 55.0 million was spent in Africa.

38 Local settlement projects, in addition to a necessary care and maintenance component, require other forms of assistance. For example, UNHCR attempts to assist refugees, especially rural refugees, to become self-sufficient through the promotion of gainful economic activities. Rural refugees are supported in producing their own crops and becoming self-sufficient in food. Land, for this purpose, is usually provided by the host country; UNHCR makes available tools, seeds and other agricultural implements, as well as technical assistance and agricultural extension services. Thus in 1990, support for agricultural activities for rural refugees was provided in China, Guinea, Mexico, Senegal, Tanzania, Uganda, Zaire and Zambia.

39 Moreover, socio-economic integration of refugees into host communities is also promoted through community-development programmes aimed at refugee participation in the planning, implementation and self-management of projects. The linkage of refugee programmes to existing regional development programmes is another way of ensuring refugee integration in the local socio-economic context. This process is further facilitated by an increased involvement of local institutions in project implementation.

40 Finding solutions through local settlement programmes is becoming an increasingly difficult task. The absorption capacity of many refugee-hosting countries is becoming stretched due to factors such as the poor economic situation, population growth, unemployment, pressure on land resources and the risk of environmental degradation.

41 The need to intensify development efforts in the major refugee-hosting countries is becoming more and more pressing. UNHCR tries to play a catalytic role in mobilizing the capacities and resources of bilateral and multilateral development agencies in order to strengthen national capacities to deliver adequate services to refugees.

(iii) Resettlement

42 As in past years, resettlement in third countries continued to be the only durable solution for a certain number of refugees who could not return to their country of origin nor find a secure and dignified future in their country of first asylum. Owing to social, political, economic or ethnic factors, a number of countries only offered asylum to refugees on a temporary basis and, in some instances, on condition that they be resettled quickly.

43 Of the 17 million refugees worldwide, UNHCR seeks resettlement for only a minute fraction of those persons assisted by the Office. In the absence of other durable solutions, resettlement often becomes the only measure to guarantee the legal or physical security of a refugee. In other instances, resettlement is sought as a means of humanitarian protection for vulnerable groups comprising the physically or mentally disabled, the medically-at-risk. women-at-risk and victims of torture. Notwithstanding the small percentage of refugees for whom the Office seeks resettlement assistance in any given year, the annual quotas of those few countries that establish refugee admission programmes has normally covered only a small proportion of UNHCR's requirements.

44 In 1990, UNHCR expenditure under General Programmes for resettlement amounted to $ 14.8 million. Of the then global refugee population of 15 million, the Office requested resettlement for just under 150,000, or approximately 1 per cent of the total. In 1990, the Office registered 52,000 departures which represented a 65 per cent shortfall in meeting stated needs.

45 Consistent with previous years, South-East Asia remained the principal theatre of resettlement operations. Concurrent with efforts to promote voluntary repatriation for Indo-Chinese refugees, the Office carried out resettlement activities for those for whom voluntary repatriation was not an option. In 1990, a total of 40,855 persons originating from the region were resettled. This impressive departure figure was in large measure due to the success of the Comprehensive Plan of Action (CPA), under which Governments responded generously to the resettlement needs principally of refugees who had arrived in various first-asylum countries prior to various cut-off dates (before 30 June 1989). In 1990, Vietnamese departures under the CPA accounted for 18,595. In the first three months of 1991, departures of all nationalities originating from the region totalled 6,410.

46 Refugees from the Middle East and South West Asia continued to constitute an important resettlement population throughout 1990. Standard repatriation operations, however, were naturally disrupted as a result of the Iraq-Kuwait conflict and its aftermath. In 1990, 3,904 refugees departed for resettlement, of whom some 150 were resettled on an urgent basis in connection with the Persian Gulf conflict. In the first quarter of 1991, owing to disruptions in resettlement processing attributable to the intensification of the conflict in the region, only 649 persons departed for resettlement, half the number that departed during the same period last year.

47 Although Africa continues to host some five million refugees, given the liberal asylum policies of so many African countries, resettlement of refugees outside the continent represents only a minuscule proportion of the region's total refugee population. As in previous years, UNHCR collaborated closely with the Organization of African Unity (OAU) to facilitate regional resettlement. In 1990, African refugees resettled under the auspices of the Office numbered 4,277, most of whom found new homes in the United States of America and Canada. In the first three months of 1991, the Office registered 667 departures from Africa for resettlement.

48 In Latin America, consonant with the trend in previous years, very few refugees were resettled from the region under the auspices of the Office. In

1990, UNHCR recorded 1,537 departures, almost half of whom were resettled in Canada.

49 Owing to historic developments in Eastern Europe, the number of refugees resettled dropped from 17,682 in 1989, to 1,492 in 1990. During the first quarter of 1991, the Office registered 303 departures from the region.

50 In 1990, in the all-important category of vulnerable groups, of the total of 1,700 cases (comprising 6,800 persons) constituting medical cases, victims of torture or other forms of violence, 485 cases, involving 1,940 persons, were resettled. Last year, approximately 90 cases (comprising 270 persons) in the women-at-risk category were resettled under special programmes created for these individuals.

(iv) Refugee Aid and Development

51 UNHCR is also striving to play a catalytic role in the promotion of refugee/returnee-related development projects. The rationale underlying these efforts is that solutions to refugee/returnee situations invariably need to be accompanied by development initiatives, if such solutions are to prove durable.

52 In this regard, UNHCR was instrumental in having the subject of Refugee Aid and Development considered by the Consultative Committee on Substantive Questions (Operational Activities) [CCSQ (OPS)], at its meeting held in Geneva in April 1990. Reports on progress made in the area of assuring a better linkage between refugee assistance and development aid were subsequently presented to meetings of the CCSQ (OPS) in October 1990 and March 1991. This last progress report contained a number of draft guidelines on the subject, which are currently being finalized.

53 Current UNHCR refugee aid and development projects are dealt with under Special Programmes.

(e) Budget Summary - 1991 (revised)/1992

54 The forty-first session of the Executive Committee approved a budget for 1991 General Programmes of $ 345,555,500. Revised estimates for 1991 General Programmes were submitted to special sessions of the Executive Committee in February and June 1991. The February 1991 session of the Executive Committee approved an increase in the General Programmes target by $ 10 million to accomodate an increase in the Emergency Fund from $ 10 million to $ 20 million. This budget figure for General Programmes of $ 355,555,500 was subsequently increased by the Executive Committee to $ 379,036,300 on 28 June 1991 (see A/AC.96/771), to cover new needs that had appeared in the meantime, especially in Africa. Details of these estimates, at the level of the country programmes, as well as overall allocations, are included in document A/AC.96/774 (Parts I to VI) and in the summary tables of this Overview document. For easy reference, a regional breakdown of 1990 expenditure, the 1991 approved revised budget, and the 1992 initial budget estimates for General Programmes are reproduced below:

UNHCR GENERAL PROGRAMMES

Summary of 1990 expenditure, proposed revised 1991 and initial 1992 budget estimates

(in US dollars)

1990		1991		1992
EXPENDITURE	REGION	INITIAL BUDGET APPROVED BY 41st EXCOM	PROPOSED REVISED BUDGET	INITIAL BUDGET ESTIMATES
149,896,175 (12,281,875)*/	Africa	170,423,700 (19,400,000)*/	191,096,200 (19,700,000)*/	170,662,500 (19,700,000)*/
52,391,400	Asia & Oceania	48,041,000	48,463,400	48,858,000
24,404,100	Europe & North America	20,115,700	25,089,100	23,736,300
23,844,500	Latin America	20,758,400	19,396,500	16,202,400
51,854,200	S.W.Asia/MEA/ N. Africa	53,820,400	53,332,900 (300,000)*/	47,763,800 (300,000)*/
34,138,400	Overall Allocations a/	29,035,900	34,158,200	33,735,900
336,528,775 (12,281,875)*/	TOTAL PROGRAMMED ACTIVITIES	342,195,100 (19,400,000)*/	371,536,300 (20,000,000)*/	340,958,900 (20,000,000)*/
--	Programme Reserve	12,760,400	7,500,000	32,095,900 b/
324,246,900	TOTAL ANNUAL PROGRAMME	335,555,500	359,036,300	353,054,800
7,046,500	EMERGENCY FUND	20,000,000 c/	20,000,000	20,000,000
331,293,400	TOTAL GENERAL PROGRAMMES	355,555,500	379,036,300	373,054,800

a/ Includes support cost of Headquarters

b/ it is proposed to raise the Programme Reserve to 10% of programmed activities to return to the Programme Reserve level that had been maintained in the past

c/ increase from $ 10.0 million to $ 20.0 million approved by EXCOM on 6 February 1991 (A/AC.96/768)

*/ Reduction represents internal transportation, storage and handling (ITSH) met through World Food Programme (WFP)

55 As indicated in the preceeding table, the 1992 initial budget estimates for General Programmes again take into account those Internal Transportation, Storage and Handling (ITSH) costs which will be met by the World Food Programme (WFP) and which are estimated at $ 20 million. If the proposed new division of responsibilities between UNHCR and WFP came into effect in 1992, then the 1992 budget figures would have to be revised accordingly. The Executive Committee will be kept informed of developments in this regard.

(i) Programme Reserve

56 The 1990 revised target approved by the Executive Committee at its extraordinary session in May 1990 totalled $ 340.9 million for General Programmes, including a Programme Reserve of $ 3 million. This relatively modest sum was required to meet operational requirements, $ 1.5 million for unforeseen increases in projects and another $ 1.5 million for staff cost increases approved by the General Assembly.

57 In 1991, the Programme Reserve was established at a level of 3 per cent of programmed activities, or $ 12,760,400, of which $ 3 million was earmarked for staff cost increases approved by the General Assembly. The Programme Reserve has been resorted to on various occasions during the first part of 1991, particularly to meet additional needs in Africa. All drawings on the Programme Reserve up until 31 May 1991 have now been incorporated into the revised country allocations and these are reflected in the relevant country tables. For the period June-December 1991, an amount of $ 7.5 million has been provided for in the revised target for General Programmes. For 1992, it is proposed to raise the Programme Reserve level to 10 per cent of programmed activities, as was the case in the past. Thus, with total programmed activities for 1992 budgeted at an initial figure of $ 340,958,900, less $ 20,000,000 for Internal Transportation, Storage and Handling (ITSH) costs expected to be met through the WFP, the proposed initial Programme Reserve amounts to $ 32,095,900. As in the past, the Programme Reserve would be used for the following purposes:

-- to cover unexpected increases in the cost of projects financed from the 1992 or previous years' programmes, or from an Emergency Fund allocation made in a previous year;

-- to meet the cost of modifications to 1992 projects that may be necessary to achieve the approved project objectives; or

-- to increase existing allocations to meet needs resulting from a new influx of refugeees belonging to a group already receiving assistance under the 1992 programme.

(ii) **Summary of proposals requiring the formal approval of the Executive Committee**

Financial Matters

58 The Executive Committee is asked to:

(i) Approve the country and area programmes and the overall allocations for the 1992 General Programmes amounting to $ 373,054,800 (including $ 20 million Emergency Fund) as contained in document A/AC.96/774 (Parts I to VI), and as included in column 10 of Table II of the present document.

(ii) Authorize the High Commissioneer to effect such adjustments in projects, country or area programmes and overall allocations, as may be required by changes affecting the refugee programme for which they were planned, using the General Programmes Reserve where necessary, and to report such adjustments to the Executive Committee at its next session.

IV. SPECIAL PROGRAMMES

(a) Introduction

59 Special Programmes activities are summarized within each country chapter, as well as in the section dealing with overall allocations, of document A/AC.96/774 (Parts I to VI). Details are given there of expenditures incurred in 1990, estimated revised requirements for 1991, and, as far as available, projections of anticipated activities in 1992. The summary tables to this Overview document provide a comprehensive view of UNHCR's Special Programme activities and expenditure, including other trust funds.

(b) Expenditure in 1990

60 In 1990, expenditures amounted to $ 212.7 million (in cash and kind) for Special Programmes. Much of the Special Programmes activities during the year focused on voluntary repatriation and especially on assistance to returnees in their country of origin. The major programmes of this nature were Afghanistan Repatriation ($ 14.5 million), Ethiopian Returnees ($ 6.6 million), Mozambican Returnees ($ 3.5 million), Namibian Repatriation Programme ($ 2.4 million), Repatriation of Nicaraguans under the auspices of the International Support and Verification Commission (CIAV) ($ 13.3 million) and Sri Lankan Returnees ($ 2.2 million).

61 The Comprehensive Plan of Action (CPA) ($ 47.4 million), the Humanitarian Plan of Action for the Middle East ($ 3 million), the Cyprus Operation ($ 12.8 million), Assistance to refugees from Liberia in Côte d'Ivoire, Guinea and Sierra Leone ($ 17.5 million) were other significant Special Programmes in 1990. Further expenditures were made for extra-budgetary food and various contributions in kind ($ 48.2 million), the Education Account ($ 3.4 million), for the Anti-piracy Programme in South-East Asia and related activities ($ 2.4 million), and the Junior Professional Officer Schemes ($ 5.2 million). There were also various other trust funds in cash and kind which amounted to $ 30.3 million in expenditures during the year.

(c) Requirements for 1991

62 Revised needs totalling $ 601.3 million have been projected for Special Programmes as at 30 June 1991. As in 1990, a large portion of this year's requirements relate to voluntary repatriation/returnee programmes. Some of these programmes, which form the subject of special appeals by the Secretary-General, relate to new or expected repatriation movements.

(i) Voluntary repatriation/returnee programmes

63 There are a number of repatriation/returnee programmes which have been envisaged in 1991, specifically for Ethiopia ($ 31.9 million) and Mozambique ($ 7.2 million). The number of returnees in the south and east of Ethiopia continued to increase. A total of 213,000 were registered by the end of April and registration continues. The first phase of the assistance operation, i.e. provision of a travel grant and one month's food supply, is progressing steadily. Some 16,000 returnees have received their assistance package and moved to their areas of origin. Moreover, some 2,000 persons have moved spontaneously without waiting for their assistance package. UNHCR continues to watch closely the evolution of the situation in Mozambique, particularly as it relates to prospects for voluntary repatriation and reintegration assistance. Accordingly, all possible avenues of cooperation with the Government, with other UN agencies and non-governmental organizations (NGOs) are being explored.

64 Some repatriation of Salvadorian refugees has also taken place during the first months of 1991, with 800 returning from Honduras, 600 from Panama, and 800 from Nicaragua. Returnees are assisted in El Salvador through the International Conference on Central American Refugees (CIREFCA) reintegration projects. There have also been 1,000 returnees from Mexico to Guatemala during the first trimester of 1991, a considerable increase over the 800 repatriated during the whole of 1990. From Honduras, the small residual caseload of Guatemalan refugees totalling 150 persons, has repatriated, permitting the closure of the El Tesoro refugee camp. Initiatives for the voluntary repatriation of Guatemalan refugees remain high on the agenda for the Governments of Mexico and Guatemala. Included in the 1991 Special Programmes budget are provisions for voluntary repatriation movements for various countries in Latin America ($ 3.8 million), as well as UNHCR-related CIREFCA initiatives of $ 12.1 million.

65 Some preliminary estimates have also been included in the 1991 Special Programmes for voluntary repatriation movements in relation to Burundi/Rwanda, Angola/Zaire and southern Africa.

66 In the course of the year, resources are likely to be required for the Burundi/Rwanda repatriation exercise. It is projected that the preparatory/planning costs, as well as the start-up outlays for this operation will amount to $ 2.5 million. This amount will only cover the initial phase of the envisaged Plan of Action. This Plan of Action, designed to achieve a durable solution for Rwandese refugees, is being drawn up by UNHCR and the Organization of African Unity (OAU) in accordance with the Dar-es-Salaam Declaration of 19 February 1991. An OAU/UNHCR consultative meeting, with the participation of the United Nations Development Programme (UNDP), was held in Geneva from 15 to 17 May 1991. The Plan of Action is to take into account the impact of the return of refugees on the socio-economic infrastructure of the country of origin, as well as the need for local integration and naturalization of those remaining in their countries of residence. As proposed in the Declaration, this Plan of Action should be presented at a Donors' Meeting to be convened at an appropriate time before the end of 1991.

67 In Angola, grounds for optimism exist for the voluntary repatriation of Angolans living in Namibia, Zaire and Zambia, following the signing of the peace accord in Lisbon on 31 May 1991 between the Popular Movement for the Liberation of Angola (MPLA) and the National Union for the Total Independence of Angola (UNITA). It is estimated that $ 3 million will be required in the 1991 Special Programmes budget to cover the preparatory/planning and start-up costs of this return movement.

68 A Memorandum of Understanding between UNHCR and the Government of the Republic of South Africa is presently under negotiation. It is hoped that the Memorandum of Understanding will be signed in the not-too-distant future, paving the way for the voluntary repatriation of some estimated 38,000 South African refugees in the southern African region.

69 Other returnee programmes budgeted for in UNHCR's Special Programmes for 1991, include the repatriation components of programmes that are the subject of special appeals from the Secretary-General. Among these are programmes for Afghans ($ 14.8 million) and Nicaraguans repatriating from Honduras and Costa Rica (CIAV) ($ 11.7 million). In relation to the latter programme, a total of 53,000 persons repatriated to Nicaragua, mainly from Honduras, under UNHCR auspices during 1990. Repatriation continues in 1991, with 2,400 Nicaraguans from Honduras and 5,600 from Costa Rica having already returned to Nicaragua. Once repatriated, the returnees receive rehabilitation assistance in Nicaragua through the CIAV programme.

70 In relation to the Western Sahara, following the adoption of the Security Council resolution on 29 April 1991, and the General Assembly approval, on 17 May 1991, of funding for the United Nations Mission for the Referendum in Western Sahara (MINURSO), UNHCR is preparing for the voluntary repatriation of an estimated 65,000 refugees. UNHCR will coordinate the repatriation programme budgeted at $ 34.5 million and which is the subject of a funding appeal of the Secretary-General.

71 Planning is continuing for the repatriation of over 300,000 Cambodian refugees and displaced persons in Thailand. This repatriation movement is also the subject of a funding appeal of the Secretary-General. UNHCR has budgeted $ 2.8 million under 1991 Special Programmes, which represents the currently projected level of activities in 1991 under the Secretary-General's appeal for $ 33.0 million for the preparatory and pre-positioning phase of the repatriation operation. As part of its preparations for this operation, and following a donation from the French Government, UNHCR has signed an agreement for the production through satellite imagery of land-use maps of western Cambodia. These maps should enable UNHCR and the Cambodian authorities to identify rural-settlement sites in those areas to which the majority of the returnee population is likely to return.

(ii) Other programmes

72 Various events occurring during the first half of 1991, especially in the Persian Gulf region, have caused the budget estimates for Special Programmes to rise dramatically. The Persian Gulf situation has been the subject of a funding appeal by the Secretary-General. Included under UNHCR

Special Programmes are those needs related to the Gulf crisis ($ 267.7 million) covering known needs through 31 August 1991, which represent the UNHCR component in the United Nations Inter-Agency Programme.

73 Other important requirements for 1991 include extra-budgetary food ($ 50 million) and the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA), which is estimated at $ 92.1 million. Within the context of the CPA, a total of 1,931 Vietnamese asylum-seekers returned voluntarily to Viet Nam during the first five months of 1991, bringing the total to over 9,000 persons since the programme began. UNHCR continues its programme of reintegration assistance for returnees. This programme has recently been complemented by a European Community initiative focusing on job creation, vocational training, education and health care for returnees in Viet Nam.

(iii) Education Account

74 The Education Account is an ongoing Special Programme which aims to provide beneficiaries at the tertiary level with a means to become self-sufficient through education and eventual appropriate employment. In this regard, the programme seeks to encourage vocational/technical education. In 1991, an amount of $ 3.4 million is to be allocated on behalf of 1,897 beneficiaries. In 1992, $ 3.5 million is the estimated requirement to assist 1,831 beneficiaries.

(iv) Refugee Aid and Development projects

75 Several other projects, referred to as Refugee Aid and Development projects, and which seek developmental funding in particular, are included under Special Programmes. These projects will be carried out in collaboration with development agencies. For 1991, these include projects in the Islamic Republic of Iran (International Fund for Agricultural Development (IFAD)) for $ 6 million, Pakistan (World Bank) for $ 3.3 million, and potentially the Sudan (World Bank) for $ 3.7 million.

76 The implementation of Refugee Aid and Development projects has, for the most part, been hampered mainly by a lack of funding. Since the First International Conference on Assistance to Refugees in Africa (ICARA I), funding for refugee-related development projects has not been as forthcoming as anticipated. In the last six years, refugee-related development projects were identified and prepared for countries hosting the largest number of refugees, such as Ethiopia, Somalia, the Sudan, the Islamic Republic of Iran, Malawi, Pakistan and the Central American countries, Belize and Mexico. With the exception of Pakistan and Mexico, and more recently Iran, none of the identified and/or prepared projects were implemented.

77 Phase III of the the World Bank/UNHCR "Income Generating Project for Refugee Areas in Pakistan" (IGPRA) is scheduled to start on 1 January 1992. During the current bridging period which started on 1 January 1991, and for which adequate financial resources have been pledged, the project continues to be implemented. The recently completed Phase II of this project provided limited income to Afghan refugees in projects aimed at the sectors of reafforestation, irrigation and rural roads through implementation of a total

of 162 sub-projects in refugee areas. In addition to providing on-the-job training for unskilled refugee labourers, 47 per cent of the project expenditure was used for refugee income. As at the end of 1990, afforestation of over 80,800 acres was completed against the target of 90,600. In addition, forestry extension courses were provided to refugees in the North Western Frontier Province, in order to promote awareness in environmental protection and rehabilitation.

78 The above gives a general idea of the range of programmes being implemented as Special Programmes in 1991. It should be underlined that the figures for 1991 Special Programmes represent estimates which require constant review, and are thus subject to change based on updates of needs, implementation capacity, and availability of funds.

(d) Projections for 1992

79 Accurate projections for Special Programmes in 1992 are difficult to make at this stage. Nevertheless, some estimates of requirements for the coming year are included in the present documentation for the forty-second session of the Executive Committee and total $ 261.9 million. The major Special Programmes projected for 1992 include the Returnee Programmes to Ethiopia ($ 15.3 million), Mozambique ($ 8.8 million) and various countries in Latin America ($ 7.6 million); the Comprehensive Plan of Action (CPA) for Indo-Chinese refugees ($ 87.4 million); and Extra-budgetary food ($ 50 million). Updates on the evolution of requirements for 1992 Special Programmes will be provided regularly to the Executive Committee.

V. PROGRAMME MANAGEMENT AND IMPLEMENTATION

(a) General Developments

80 Improvements in the management of projects continue to be made in the light of audits conducted by the United Nations Internal and External Auditors, of evaluation reports and programme review missions, and of the technical inputs provided by the Programme and Technical Support Section (PTSS)(see below).

81 In 1989/1990, UNHCR embarked upon a complete update of the UNHCR Manual, the Handbook for Emergencies and the Office Handbook. It is expected that this exercise will be concluded during the second half of 1991.

82 The Programme Management System (PMS), implemented from 1979 onwards, underwent an in-depth review in 1990. An informal working group within the Office has revised the relevant Chapter of the UNHCR Manual and an initial draft was issued in November 1990. This draft has also been sent to all field offices and forms the basis for programming and reporting on activities for 1990/91/92. Based on comments received from field offices, the draft will be finalized during 1991 and issued in its final form.

83 Since 1980, UNHCR has developed a glossary of standard clauses for use in project agreements between UNHCR and its implementing partners, and which govern project implementation policies and modalities. During a major 1989/1990 review of the intent and application of project agreement clauses, including the agreement format and preparation methods, a standard, universally applicable text was developed. After successful field testing in 1990, the new standard format and text were introduced as from January 1991. The text exists in English, French and Spanish and is in current use for projects being implemented by some 300 operational partners.

84 Parallel to the introduction of the standard project agreement, the text of a model agreement governing the ownership of property which had been procured, constructed or otherwise acquired under a UNHCR project was developed. The purpose of this type of agreement, which is adapted according to local circumstances and practice, is to state UNHCR's policies and procedures in respect of the handover of property, with a view to removing any ambiguity as to property ownership, its use and future liabilities.

85 UNHCR has developed a standard format for organograms to be introduced to cover the 200 organizational units within UNHCR at Headquarters and in the field. The standard format for these organograms is based on a matrix on which the primary function and the grade of each post are the factors which determine the location of a post on the organogram. UNHCR relies on these organograms in the course of reviews of staffing levels, post classifications, and operational and administrative structures, to better understand reporting relationships, the division of tasks, etc.

86 Good telecommunication facilities assuring a flow of up-to-date information between UNHCR Headquarters and affected countries are an essential part of any large-scale repatriation or emergency refugee situation. UNHCR telecommunication facilities have continued to improve and expand to meet increased needs. Among these developments has been the expansion of the cost-effective and durable SITOR (computerized radio-telex) network to 38 more locations, bringing the number of SITOR-equipped stations to 81 in some 24 countries. Another development was the entry into service in March 1991 of two high-powered transmitters and antennae outside Geneva. These steps have enabled UNHCR to provide a higher standard of technical assistance to the field, benefiting both UNHCR and other agencies. For example, in the context of the Persian Gulf crisis, UNHCR continues to be the lead agency for telecommunications and provides technical assistance and equipment to other users. In providing this service, UNHCR has benefited, especially in Iraq, from the secondment of over 30 specialists from Nordic countries functioning as telecommunications managers, supervisors, technicians and operators.

(b) Cross-programming strategies

87 During the period under review, special attention was given to the needs of refugee women and children, and efforts made to "mainstream" their particular needs.

88 A document entitled Report on the Situation of Refugee Children (EC/SC.2/48) is being submitted to the forty-second session of the Executive Committee. The document describes the current situation of refugee children and outlines initiatives to address their particular needs.

89 Elsewhere in the documentation presented to the Executive Committee are the Guidelines on the Protection of Refugee Women (see document EC/SCP/67). Section IV of these Guidelines is entitled "Addressing Protection through Assistance". These Guidelines, as well as the Progress Report on the Implementation of the UNHCR Policy on Refugee Women (see document EC/SC.2/47), both highlight the issues relating to the mainstreaming of women's needs.

90 The effort to address the needs of refugee women and children in a substantive way has thus continued in the period under review, and has focused on the integration of issues related to refugee women and children within overall programming. The revision of the Programme Management System has taken this into account.

(c) Trends in programme delivery and level of obligations

General Programmes

91 The fortieth session of the Executive Committee "noted" an initial 1990 budgetary target of $ 414.4 million, which was reduced through programme reviews to $ 378.9 million, the latter including a $ 38 million deficit

carried over from 1989 which was to be fully absorbed from 1990 income. This revised target was subsequently approved by the extraordinary session of the Executive Committee which met in May 1990.

92 The 1990 expenditure of $ 331.3 million (excluding the $ 38 million, 1989 deficit), remained some 1.8 per cent below the approved target, thus reflecting tight budgeting and the high level of programme delivery. This is also borne out by the high rate of disbursements (85 per cent) against obligations entered into.

93 At its forty-first session, the Executive Committee approved a budgetary target of $ 345.6 million for 1991 General Programmes. This was subsequently increased to $ 355.6 million following approval by the Executive Committee at its 6 February 1991 meeting to raise the Emergency Fund from $ 10 million to $ 20 million (document A/AC.96/768 refers). During the first six months of 1991, there have been numerous occasions when the use of the Emergency Fund proved necessary in order to ensure timely UNHCR response to various refugee situations worldwide. At a special meeting of the Executive Committee on 28 June 1991, and in view of the new needs that had emerged in the first part of 1991, a revised General Programmes target of $ 379,036,300 was approved (see document A/AC.96/771).

94 Obligations entered into during the first half of 1991 (as of 30 June 1991) came to $ 221.1 million, which included $ 9.6 million from the Emergency Fund.

Special Programmes

95 Expenditures in 1990 for Special Programmes amounted to $ 212.7 million (in cash and kind). Of the total obligations entered into under Special Programmes, $ 128 million or some 60.5 per cent was disbursed/delivered by 31 December 1990.

96 As at 30 June, revised Special Programmes needs for 1991 stood at $ 601.3 million. Obligations in the first half of 1991 amount to $ 189.1 million.

(d) Technical Support

97 During the period under review, particular efforts were made to rationalize the technical inputs of sector specialists within the Programme and Technical Support Services (PTSS). This resulted in staff cuts of almost 30 per cent. In an effort to supplement in-house technical expertise, PTSS utilized technical resources available from various sources ranging from United Nations Volunteers (UNV) to government officials and NGO staff on secondment, as well as government agencies like the Centers for Disease Control (CDC) and the Deutsche Gesellschaft fur Technische Zusammenarbeit (GTZ).

98 As part of its programme-support role, PTSS undertook a total of 54 missions to 28 different countries during 1990. Within PTSS, regular and in-depth, multi-disciplinary programme reviews also took place in order to redefine priority areas of intervention and to prepare, where appropriate, plans of action for programme reorientation. New areas of intervention were further defined, in particular with regard to alternative sources of household energy supply, problems of environmental degradation and measures to re-establish ecological balance.

99 As described in the following paragraphs, PTSS continued to provide technical support and guidelines in relation to various sectoral activities, in order to upgrade the quality of overall programme delivery and effectiveness.

Engineering

100 Activities in the engineering domain are mainly related to water supply, environmental sanitation and site planning, including housing. Over the last year, PTSS engineers and architects both at Headquarters and in the field, working in close collaboration with the technical departments of host countries, were required to make inputs in the design of cost-effective and technologically appropriate systems and to advise on ways and means to ensure the quickest and most reliable implementation of projects. Special efforts were made to adopt a multi-sectoral approach to activities which required interventions by the specialists concerned.

101 Hydrogeological studies were carried out in Ethiopia with a view to installing in eastern camps water supply systems that will be more cost-effective than the present system of transporting water by tankers. Under close monitoring by PTSS, drilling programmes in West Africa are being implemented in the three countries - Côte d'Ivoire, Guinea and Sierra Leone - currently hosting nearly 800,000 refugees from Liberia. Elsewhere, calculations of water demands and technical support to improve the quality of water supplies in refugee camps also required inputs from PTSS engineers. PTSS staff are currently updating guidelines and standards for this sector.

102 The disposal of wastes, including human excreta, is a major problem in most refugee settlements. During 1990, particular emphasis was put on the design and installation of waste-water drainage systems and also on the design of alternative-type latrines in order to reduce ecological damage (deforestation), particularly in the most crowded camps in Malawi. Latrines were also designed for camps in Côte d'Ivoire and ventilated-improved-pit (VIP) facilities are being promoted in Guinea and Sierra Leone. Engineering aspects relating to control vectors of importance to public health are continously being looked into by PTSS specialists.

103 In the physical planning sector, housing assistance for returnees in Afghanistan has been foreseen. The production of necessary blueprints, containing drawings and sketches of system layouts for camps in various countries, was also part of the work of PTSS architects. A refugee-shelter improvement project is being developed at Headquarters to find cost-effective

and innovative solutions to the emergency accommodation of refugees in climatic zones which are characterized by extreme cold or notable variations in temperature, such as in Eastern Europe and the Middle East.

Environment

104 UNHCR has commenced a review that focuses on the environmental dimension of its activities. This should lead to the systematic inclusion of environmental considerations in many ongoing and all new UNHCR programme activities. The review has so far shown that a considerable number of projects/programmes already have taken account of the environmental consequences of assistance activities or had environment conservation or repair as their main object. The experience gained from these projects is being evaluated and existing, but not yet addressed, environmental needs are being more systematically identified.

105 Realizing that deforestation is the most obvious environmental problem related to refugee-concentrated areas, UNHCR is undertaking a study on alternative sources of household energy and on the use of wood-saving stoves. Further measures are being taken to reduce deforestation through the provision of adequate building materials. Pollution caused mainly by direct discharge of raw sewage into the environment or by uncontrolled disposal of solid wastes is gradually being looked into and corrective measures, such as installation of waste-water treatment units or promotion of sanitary landfilling of garbage, are being encouraged. Such investments in camps/settlements in environment-related sectors such as water supply, sewage, and solid-waste disposal should lead to reduced recurrent costs, especially for curative medical services in refugee camps/settlements.

Health and Nutrition

106 Health and nutrition activities over the last year have focused mainly on developing guidelines and policies to enable field staff to respond more effectively to emergencies, particularly, those in Ethiopia, Liberia, Malawi, Somalia and the Sudan. "Guidelines for Calculating Food Rations for Refugees" are in the process of finalization by UNHCR and the World Food Programme (WFP), in consultation with the Sub-Committee on Nutrition of the Administrative Committee on Coordination (ACC).

107 Joint UNHCR/NGO and governmental-agency activities continued throughout the period under review. In this regard, a Memorandum of Understanding was concluded between UNHCR and the Centers for Disease Control (CDC) to coordinate and collaborate technical activities and to evaluate current health and nutrition policies. UNHCR also sought the collaboration of NGOs such as Médecins sans Frontières (MSF), Save the Children Fund (SCF (UK)), the International Rescue Committee (IRC) and OXFAM to provide technical resources to upgrade health services in the major programme areas.

108 During 1990, an overall evaluation of refugee health and nutrition programmes was undertaken in Ethiopia, Malawi, Mexico and Sudan. The major health and nutrition problems, such as malnutrition, diarrhoea/dehydration, hepatitis, water-borne diseases, cholera and respiratory infection, are linked

to insufficiencies in sectors such as food, water, environment, sanitation and shelter.

Demographic issues

109 This area of in-house expertise was reconstituted with the aim of developing and introducing more effective systems for the collection, analysis and use of basic data on refugee populations. This initiative was in response to a number of needs: the recurring and acute difficulties faced by the Office, its operational partners and host governments in obtaining timely, reliable and accurate information on the size and composition of populations in emergency situations; the need for a more systematic consideration of the demographic structure and sociocultural characteristics of refugee populations in the planning and implementation of protection and assistance measures, especially in the context of the crystallization of policies and guidelines on refugee women and children and on refugee participation; and, more generally, the requirement to integrate more effectively this information in all stages of the programming and project cycles.

110 In 1990, the focus was on developing systems which would enable field offices to carry out enumeration and registration operations in large-scale emergency situations. Methods and materials were prepared, tested and successfully used in the context of the Liberian emergency in Sierra Leone. Based on this experience, comprehensive registration operations were undertaken in Cote d'Ivoire and Guinea. At the same time, UNHCR initiated discussions with the United Nations Fund for Population Activities (UNFPA) to determine to what extent it could assume technical responsibility for executing such operations and whether a standing collaborative agreement for this purpose was practicable under its mandate.

Education and training

111 Following the World Conference on Education for All (5-9 March 1990, Jomtien, Thailand), a Consultation on the Provision and Coordination of Education for Refugees was jointly convened by UNHCR and the World University Service (WUS) between 12-14 November 1990, in Geneva. As the title of the Consultation suggests, one of its aims was to explore ways for greater inter-agency cooperation in providing educational assistance to refugees. Giving urgency to this need for greater collaboration was the impact that UNHCR's financial situation was having in the refugee education sector. An outcome of the Consultation was the establishment of a Working Group on Refugee Education made up of NGOs and a number of United Nations agencies. The composition of this Working Group and its overall Plan of Action are described in detail in the recent special UNESCO-sponsored edition of Rapport (No.9, Spring 1991), the newsletter of PTSS.

112 Among the tasks that the Working Group has set itself are the development of a system for the collection and retrieval of educational/training information; the review of UNHCR Refugee Education Guidelines; and the preparation of a plan of action for a human resource development programme. In relation to this last mentioned task, a UN inter-agency mission recently visited Mozambique, Malawi and Zimbabwe with a

view to identifying and drawing up educational/training project proposals, within a strategy of human resource development, for Mozambican refugees and internally displaced.

Social and community services

113 Consistent with the objectives of UNHCR, all activities in the area of social and community services are directed towards durable solutions and cover a wide range of measures for different groups, in different cycles of assistance, utilizing the social work continuum of individual to community service models. To achieve these goals, efforts are being made to introduce a developmental, integrated approach, where efforts are directed towards bringing refugees to a point where dependency on UNHCR is minimized. These activities are discharged through a network of Headquarters, regional and country social services officers, with the last category largely composed of staff from NGOs. More specifically, at Headquarters, the role of social services officers within PTSS has been redirected to focus on the planning, design and monitoring of social services during the various phases of refugee assistance. The goal of excellence and standardization of social services within UNHCR operations is being accomplished through a range of strategies described below, especially through building local capabilities.

114 Of the various refugee groups, particular attention is given to those with special needs, including the disabled. This is especially the case in an emergency situation where the most vulnerable and the physically disabled are not likely to come forward to make their needs known.

115 The goal of UNHCR's assistance to disabled refugees is to enable them to play an active part in the social and economic life of the community in which they live. Traditionally, UNHCR has pursued this objective within the context of its regular assistance programmes. In addition, special projects have been established to address the specific needs of disabled refugees, thus responding to the concerns highlighted by the UN Decade for Disabled Persons.

116 More than 16 projects for disabled refugees are now being implemented throughout the world. In Tanzania, for example, there is a rehabilitation and training centre for handicapped refugees in the Mpanda District. In Argentina, local organizations, working with UNHCR funds, are assessing the psychological state of newly arrived refugees and providing them with curative therapy. In India, around 100 chronically ill and disabled refugees are benefiting from specialist diagnosis, treatment and rehabilitation services. Another large programme is to be found in Pakistan. Run primarily by the Pakistani Red Crescent Society (PRCS) in the North-West Frontier Province, its aim is to identify and provide treatment to disabled people living in the 250 refugee villages scattered throughout the region.

117 With a view to building local capabilities, regional training seminars and workshops were organised and planned jointly by Headquarters PTSS staff, the Training Unit and social services officers in the field. These courses were for the benefit of the social services staff of UNHCR as well as implementing partners. Over the last year, workshops were organized in Hong Kong, Malaysia, the Philippines, Thailand, Viet Nam, and Zambia. In addition,

the Headquarters-based social services officer continued to provide in-service training and technical support and guidance to UNHCR, as well as to agency staff involved in the implementation of social services activities. Numerous missions were undertaken from Headquarters to offer technical advice, supervision and help with the evaluation and development of social and community services at the field level.

118 Other related activities during the year, included the training of para-professionals from within the refugee communities in Indonesia, Malawi, Malaysia, Pakistan, the Philippines, Thailand and Zambia. The objective of this training was to develop core groups who would be able to deliver appropriate social/community and mental health services in their communities and to mobilize and train others to be involved in the planning and implementation of community self-help activities and the promotion of refugee participation.

Counselling

119 Counselling is an integral part of UNHCR programmes in Africa, Asia, Europe and Latin America. The counselling projects are either carried out directly by UNHCR or through implementing partners. A special focus of such counselling services is urban refugees.

120 Many cases of long-term dependency on care and maintenance have evolved among urban refugees. Such dependency is a major obstacle to the integration process, since economic self-sufficiency is normally a prerequisite for successful local integration.

121 During 1990, an analysis of counselling services in seven selected countries in Africa, Asia and Europe was conducted in order to gather data on service delivery to urban refugees. Results of the analysis are being collated and assessed, and will contribute to the formulation of guidelines for case-management systems for field use and in the development of a clear assistance policy on urban refugees.

(e) Emergency preparedness

122 Activities aimed at assuring emergency preparedness continue to be a fundamental part of UNHCR's work at Headquarters and in the field. These activities consist primarily of emergency management training, contingency planning, emergency staffing, advance procurement, and the development of new preparedness systems. Over the past twelve months, the focus of these activities was centered in three regions: the Middle East/Persian Gulf, the Horn of Africa, and Central and Eastern Europe.

123 In the Middle East/Persian Gulf region, contingency plans were set in place for Cyprus, Iran, Jordan, Syria and Turkey. These plans included detailed preparations for refugee camp construction and management under UNHCR's responsibility, and the mobilization and transfer of UNHCR staff to the region. A stockpile of essential items to cover the need of 35,000

persons was established in Cyprus, and other emergency stocks procured and stored in each of the affected countries. Emergency management training courses were also held in Jordan and Turkey.

124 Contingency plans were also developed in Ethiopia, Kenya and the Sudan in late 1990 and early 1991. UNHCR also organized, at the request of the respective governments, a series of emergency management training courses in Czechoslovakia, Hungary and Poland in the first half of 1991.

125 UNHCR's Emergency Management Training Programme, now six years old, continues to play an important role in the training of refugee emergency managers from UNHCR, governments, UN agencies and NGOs. Since 1985, over 1,000 persons have benefited from this training programme. Plans for 1991 include emergency management courses for Eastern and Central Europe and for the Horn of Africa.

126 Emergency preparedness resource materials have been further developed and refined over the past year. Additional Preparedness Profiles will be completed in 1991, bringing the total in the series to 30. The second edition of the UNHCR Handbook for Emergencies is expected to be finalized before the end of 1991.

127 Recent events have once again demonstrated the need for the international community, in particular the United Nations, to have a rapid response capability to emergencies. As the High Commissioner pointed out in her address to the Informal session of the Executive Committee of the High Commissioner's Programme (28 June 1991), certain structural reforms must be made if greater efficiency and effectiveness is to be expected of the United Nations in this regard. Among these reforms, the High Commissioner pointed to three areas in particular: firstly, the United Nations must be assured of substantial financial resources to cover emergency needs; secondly, stockpiles of food and basic relief items must be established in locations easily accessible to air transport; and thirdly, a pool of international emergency experts drawn, inter alia, from the defence forces or civilian disaster relief corps of Member Governments, must be on stand-by to respond immediately to any emergency. As part of its contribution to such overall emergency preparedness, UNHCR is pursuing its planning of an emergency staffing system and central emergency stockpile.

(f) Supplies and food aid

128 Purchasing supplies and coordinating food aid for UNHCR operations are the principal responsibility of the Supplies and Food Aid Section (SFAS) within UNHCR. Its principal functions are:

-- Food aid coordination for all UNHCR operations, in close collaboration with the World Food Programme (WFP);

-- International procurement of goods and services for UNHCR operations in the field. Limited procurement is also done for Headquarters;

-- Shipping and insurance of goods procured by UNHCR, as well as of in-kind donations if such services are not included in the donations.

129 SFAS is almost totally computerized for all activities related to assessment of refugee food-aid needs and food deliveries, as well as for procurement, shipping and insurance. SFAS also has a computer link with WFP for exchange of refugee food-aid data for the different countries.

(i) Food aid coordination

130 The food aid needs of refugees continued to increase in 1990 and during the first five months of 1991. In 1990, of the estimated 15 million refugees, some 7.5 million required such assistance. By the end of May 1991, numerous new refugee emergencies, combined with the increasing numbers of refugees in various ongoing feeding operations, resulted in some 10.3 million refugees requiring food aid. The areas most critically affected were in the Horn of Africa (particularly Ethiopia), southern Africa (inter alia, Malawi and Mozambique), West Africa (particularly the countries surrounding Liberia) and the Persian Gulf region.

131 While the donor response to these increasing needs was remarkable, it was not able to keep pace with demands. Thus, while the total 1990 refugee food-aid needs (including required buffer stocks) amounted to over 1.3 million MT, WFP, UNHCR and bilateral donors together provided slightly less than 856,000 MT (approximately 631,000 MT channelled through WFP, almost 155,000 MT through UNHCR and almost 70,000 MT by bilateral donors, namely Governments and NGOs). The total value of this food aid provided through WFP and UNHCR amounted to $ 300 million. As at end May 1991, the total needs of refugees for food aid had increased to almost 1.9 million MT. Donor pledges, however, covered only a little over one half of these needs. NGOs continued to play an invaluable role, not only as contributors to filling food gaps, but also as operational partners in food-aid distribution.

132 The consequences of inadequate food-aid supplies became apparent in 1990 and again during the first five months of 1991. For example, in Malawi there was an outbreak of pellagra (a niacin deficiency) in 1990 amongst the refugees in the southern districts of the country. Cases were still identified there during the first half of 1991. In Ethiopia, the nutritional status of the refugees improved in 1990, but again deteriorated during the first half of 1991 with the new influx of refugees and returnees, as well as with the internal disturbances in the country which caused serious disruptions in the food pipeline.

133 In an attempt to improve the food supply situation, in 1990 and during the first part of 1991, UNHCR continued to concentrate on life-sustaining activities in its budgets and to request extra-budgetary food commodities in order to fill gaps caused by insufficient amounts of food provided and/or by delays in deliveries of food pledges. Furthermore, UNHCR and WFP worked closely together on the establishment of needs and the formulation of appeals

to the donor community. Moreover, in order to achieve a clearer division of responsibilities between UNHCR and WFP in the field of refugee food aid, the two organizations approved a "Concept Paper" in January 1991, outlining the proposed revisions in their respective areas of competence. These proposals envisage an expansion of WFP's responsibilities in both resource-mobilization and the delivery of refugee food aid. During the last week of June 1991, these proposals were presented to donors for approval. The new proposed arrangements, if approved, should lead to more efficient collaboration between the two organizations in ensuring adequate and secure food supplies to the populations in need.

(ii) International procurement

134 With regard to purchasing, SFAS continued to expand its roster of suppliers, and currently maintains information in its database on some 2,500 suppliers for different types of goods and services which UNHCR requires on a regular basis. During 1990, SFAS issued purchase orders with a total value of $ 43 million. The orders were placed in 48 countries and covered, among other things, vehicles and spare parts, freight including air-charters, water-distribution systems, foodstuffs, office and educational supplies and equipment, medical drugs and supplies, fuel and lubricants, textiles and domestic items, communication equipment and trade and agricultural tools.

135 To cope with the Persian Gulf crisis and with developments in the Horn of Africa, SFAS had to increase its purchasing activities very substantially in 1991 to some $ 73 million during the first five months alone. Principal items purchased were shelter material, medicines and medical supplies, vehicles, sanitation and water equipment and the charter of aircrafts. To achieve the expected level of emergency response, staff with purchasing and logistic experience had to be redeployed from other activities and sent to the Persian Gulf region on extended purchasing and logistic mission assignments.

136 During the year, in an effort to achieve closer coordination and cooperation in procurement activities, as well as better value for money from standardization and joint price negotiation of common-user items, UNHCR joined with the United Nations Secretariat, the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) in efforts to promote coordinated procurement activities in Copenhagen. Although discussions on practical arrangements are continuing, good progress has already been made in this area.

(iii) Shipping and insurance

137 Apart from arranging for the shipment and insurance of all international purchases, SFAS follows-up to ensure that all shipments have been received and acknowledged by the field offices. With regard to the Perisan Gulf crisis, this task has been most daunting, requiring the deployment of a number of experienced logistic staff in the field, some of whom had to be recruited on short-term consultancy contracts.

138 In June 1990, a firm of consultants submitted their report on the evaluation of the effectiveness of the activities of SFAS in the framework of

its programmes and projects of assistance to refugees. The report concluded that, overall, SFAS was an effective and responsive unit. A number of recommendations for further improvements were made and are being implemented.

(g) Financial and Management Information System (FMIS)

139 While recent operational emergencies, particularly the Persian Gulf crisis, have had an indirect impact on the the pace of FMIS implementation since the forty-first session of the Executive Committee, steady progress in this regard has nevertheless been maintained.

140 The application of the FMIS budget structure, which provides a common framework for planning and reporting, has now progressed beyond project management and financial control, into the detailed planning of new programmes and operational activities. The integrated FMIS/Field, which systematically compares the various levels of budgets from the Field Office Budget System (FOBS) with actual expenditures from the Field Office Accounts System (FOAS), has now become the standard tool for project monitoring. As staff rotating between offices find the same standardized tool, less time is spent learning local systems and more on monitoring and assuring effectiveness.

141 During 1990, the final stage of the microcomputer-based FMIS/Field, Version 3, was completed. This software facilitates detailed but flexible budget calculation, eliminating the need to maintain separate spreadsheets. It also provides a variety of time-saving features, many of which were suggested by field offices. Version 3 will have been introduced to all FMIS/Field locations by the end of 1991. Through the regional training which accompanies the installation of Version 3 in Field Offices (and coordinated installation and training for the relevant Desks at Headquarters), which links computer skills to project management procedures, the flow of essential information is further enhanced.

142 Once the introduction of Version 3 is completed, field training will focus upon achieving greater compliance in Implementing Partner Recording, the module which links the reporting of disbursements and commitments by operational agencies to the UNHCR project monitoring system. With the completion of the major stages of FMIS/Field development, users will now be able to consolidate their skills and learn to utilize advanced features to gain speed and enhance productivity. Furthermore, as use of the system becomes routine and various aspects of monitoring become automated, UNHCR staff will be able to concentrate more on ensuring the effectiveness of operational arrangements for the implementation of assistance projects.

143 Implementation of the mainframe-based FMIS/Headquarters has also progressed steadily, though with some delays. The major project management features have been completed, but transfer of the general ledger components to the new system will only be implemented by the last quarter of 1991, particularly as the conversion of prior year's data has proved considerably more time-consuming than initially projected. A three-month parallel run of

the old and the new general ledger systems is due to start in August. Considerable work also remains to be done to document the system fully and to integrate maintenance functions.

144 Implementing instruments are now drafted on the FMIS/HQ and approved on-line by the relevant sections. Interfaces with the FMIS/Field, including FOAS and FOBS Version 3, provide automatic uploading of field accounts and budget submissions. Budgets are processed on-line within Headquarters, consolidated from the individual activity to the global level, and may be analysed across projects and years at any level.

145 While every attention will now have to be given to the implementation of the remaining components of FMIS, another high priority will be adequate training programmes, both for staff at Headquarters and in the field. This training will be necessary, not only to maximize the benefits of the FMIS facilities, but also to contribute to the containment of staff costs during a period of expanding operations. Attention will also be paid in the months ahead to an in-depth examination of the features of the United Nations Integrated Management Information System (IMIS) now being designed and its application to UNHCR needs, including possible FMIS links.

146 The need to devote all qualified staff resources to the actual implementation of FMIS has made it impossible to carry out an in-depth cost/benefit analysis of the system. A recent review, however, by short-term consultants retained by UNHCR has confirmed the objectives and direction of the project while, at the same time, providing useful guidance for planning the final phase of implementation. There can also be no doubt that without the benefits derived from the FMIS, UNHCR would have found it difficult, if not impossible, to cope with the consequences of the financial crisis of the last years and with the sudden expansion of activities resulting from recent major humanitarian emergencies.

(h) Evaluation

147 During the period under review, UNHCR continued its efforts to assure the effectiveness of its evaluation activities. At the request of the Evaluation Committee, chaired by the Deputy High Commissioner, the Central Evaluation Unit carried out since mid-1990 in-depth evaluations of UNHCR programmes in eight countries: Guinea, India, Nepal, Pakistan, Sierra Leone, Sri Lanka, Uganda and Zaire.

148 Most of these evaluations were aimed at providing managers with information and recommendations that could be used to improve the implementation of operations, programmes and activities for which they are responsible and at identifying lessons that could be drawn and applied to similar situations.

149 In accordance with a recommendation contained in the report of the Temporary Executive Committee Working Group (see document A/AC.96/742), a document containing summaries of UNHCR evaluations carried out in 1990 and the

first five months of 1991 is being presented to the forty-second session of the Executive Committee (see document A/AC.96/776).

VI. SUPPORT COSTS AND HUMAN RESOURCES

(a) Support Costs

150 As in the past, support costs are presented in the budgets in two categories (i) Programme Support and Administration (PSA) and (ii) Project Personnel Expenditure (PPE), the latter forming part of operational expenditures. Whilst some PSA expenditures are met from the United Nations Regular Budget (RB), PPE is entirely funded from voluntary funds.

151 Developments since the forty-first session of the Executive Committee in regard to support costs have been reported to the Executive Committee in document A/AC.96/770 presented to the session of the Sub-Committee on Administratiive and Financial Matters in June 1991. Document A/AC.96/774 (Parts I to V) contains details on PSA and PPE expenditure and staffing at the country or area level. Consolidated information is provided in Tables V-A/B (PSA) and VI-A/B (PPE) of the present Overview, including a breakdown by main objects of expenditure. Whilst the present chapter essentially focuses on requirements under General Programmes, the table below provides a comprehensive summary of UNHCR's support costs in the field and at Headquarters under all sources of funds including the United Nations Regular Budget.

SUPPORT COSTS - 1990 ACTUALS, 1991 INITIAL, 1991 REVISED AND 1992 INITIAL
(all sources of funds - in million of dollars)

YEARS/SOURCE OF FUNDS	FIELD			HEADQUARTERS			TOTAL		
	PSA	PPE	TOTAL	PSA	PPE	TOTAL	PSA	PPE	TOTAL
1990 Actuals									
RB	0.0	0.0	0.0	19.8	0.0	19.8	19.8	0.0	19.8
GP	37.2	27.3	64.5	24.2	8.6	32.8	61.4	35.9	97.3
SP	6.0	17.3	23.3	1.9	8.1	10.0	7.9	25.4	33.3
TOTAL	43.2	44.6	87.8	45.9	16.7	62.6	89.1	61.3	150.4
1991 Initial									
RB	0.0	0.0	0.0	17.3	0.0	17.3	17.3	0.0	17.3
GP	34.5	26.9	61.4	21.0	4.7	25.7	55.5	31.6	87.1
SP	5.0	5.6	10.6	0.3	5.7	6.0	5.3	11.3	16.6
TOTAL	39.5	32.5	72.0	38.6	10.4	49.0	78.1	42.9	121.0
1991 Revised									
RB	0.0	0.0	0.0	17.3	0.0	17.3	17.3	0.0	17.3
GP	38.8	30.4	69.2	19.6	9.0	28.6	58.4	39.4	97.8
SP	4.5	40.5	45.0	0.5	14.0	14.5	5.0	54.5	59.5
TOTAL	43.3	70.9	114.2	37.4	23.0	60.4	80.7	93.9	174.6
1992 Initial									
RB	0.0	0.0	0.0	17.2	0.0	17.2	17.2	0.0	17.2
GP	37.1	29.8	66.9	20.0	10.0	30.0	57.1	39.8	96.9
SP	4.1	18.8	22.9	0.4	12.2	12.6	4.5	31.0	35.5
TOTAL	41.2	48.6	89.8	37.6	22.2	59.8	78.8	70.8	149.6

(i) **Support Costs (PSA/PPE) under General Programmes**

152 Actual expenditure in 1990 for PSA and PPE under General Programmes totalled $ 97.3 million. The increase over the estimates of $ 93.3 million was mainly due to the following:

152.1 General Assembly resolution 44/198, approved measures to improve the remuneration system of the Professional and higher categories of staff. At the time of preparation of the Executive Committee documentation for the

forty-first session, it was not possible to calculate precisely the full effect of these measures. Instead, global provisions of $ 1.5 million for 1990 and $ 3 million for 1991 were included in the Programme Reserve to meet these costs. The impact of these measures in 1990 now accounts for $ 1.9 million of the increase in expenditure. A further $ 1.9 million relates to the cost in 1990 of the retrenchment exercise.

152.2 The 1990 estimates for Headquarters were based on an exchange rate of SwF 1.49 for one US dollar, the rate prevailing in March 1990. The average actual exchange rate for 1990 came to SwF 1.40 for one US dollar which resulted in additional dollar expenditure of some $ 2 million.

152.3 The above increases were partly offset by savings of the order of $ 1.8 million on non-staff costs, mainly in the field, through economy measures introduced in 1990.

153 The initial projections for 1991, as contained in document A/AC.96/753 and A/AC.96/753/Add.1 amounted to $ 87.1 million. These did not include provisions for the impact of General Assembly resolution 44/198 nor for the remaining costs resulting from the retrenchment exercise. The updated estimates for 1991 call for an increase to $ 97.8 million, for reasons shown in the analysis and paragraphs that follow.

ANALYSIS OF VARIATIONS
General Programmes Support Costs (PSA/PPE)

(in thousands of dollars)

		Field	Headquarters	Total
INITIAL 1991 ESTIMATES		61,343	25,801	87,144
Changes in 1991				
(i)	Impact of General Assembly resolution 44/198 estimated at:	3,200	900	4,100
(ii)	General Services salary increases at Headquarters (effective 1/1/91):	-	800	800
(iii)	Remaining cost of retrenchment exercise:	550	350	900
(iv)	Exchange rate variations/inflation:	200	1,840	2,040
(v)	Volume variations			
	- Staff:	2,175	200	2,375
	- Non-staff:	1,721	(1,291)	430
REVISED 1991 ESTIMATES		69,189	28,600	97,789
Changes in 1992				
(i)	Deduction of non-recurrent cost of retrenchment exercise:	(550)	(350)	(900)
(ii)	Exchange rate variations/inflation:	945	445	1,390
(ii)	Volume variations			
	-Staff:	(1,350)	100	(1,250)
	-Non-Staff:	(1,336)	1226	(110)
INITIAL 1992 ESTIMATES		66,898	30,021	96,919

154 To facilitate the interpretation of the changes and information provided in the above synopsis, the following are explanations of major changes.

Salary scales and common staff costs

155 A tentative provision of $ 3 million was initially made in the 1991 Programme Reserve to cover increases related to the implementation of General Assembly resolution 44/198. Based on 1990 actuals, an upward revision to $ 4.1 million and incorporation of these costs into the budget is called for. Further, the recently approved revision of General Service staff salary scales at Headquarters resulted in an increase of $ 0.8 million. For the retrenchment exercise that started in 1990, a total of $ 0.9 million in expenditure remains to be met in 1991.

Exchange rate variations and inflation

156 The initial projections for 1991 for Headquarters were calculated on the basis of SwF 1.49 to one US dollar. To take into account the very unfavourable rate during the first three months of the year, the average exchange rate used in the revised estimates had to be adjusted to SwF 1.42 to the dollar. This has resulted in an increase in the projected expenditure at Headquarters of $ 1.6 million, which is partly offset, however, by exchange gains in the field of the order of $ 1 million. (The 1992 initial estimates have been calculated on the basis of SwF 1.45 to one dollar for Headquarters and on the basis of the rates prevailing in May 1991 for all field locations).

157 As noted in document A/AC.96/753 (para. 93), the 1991 initial projections were costed at 1990 rates, with no provision for inflation. The revision of the 1991 estimates is based on requirements submitted by field offices and Headquarters units which have been calculated on costs in effect during the first quarter of 1991. These costs, therefore, already include an element of inflation which was not foreseen when the initial budgets were prepared in early 1990; the result is an increase attributable to inflation of approximately $ 1.4 million. (The 1992 initial estimates have been based on inflation rates of 2.5 per cent for Headquarters and an average of 5 per cent for the field.) The combined effect of exchange rate and inflation variations on the 1992 initial projections has been estimated at $ 1.3 million.

Variations in volume - Staff costs

158 The budgetary implication for General Programmes of changes in staffing levels is an increase of $ 2.4 million over the initial projections for 1991. It will be recalled that the initial 1991 projections included 1,516 posts under General Programmes (PSA and PPE). The actual staffing situation as at 1 January 1991 was 1,582 posts under General Programmes, an increase of 66 posts over the initial projections. This was mainly due to the extension or the creation of temporary posts in Central African Republic, Côte d'Ivoire, Ghana, Guinea, Malawi, Senegal, Sierra Leone, the Sudan and Zaire.

159 The revised estimates for 1991 now provide for 1,573.3 work years under General Programmes. As some of these posts are not expected to be needed beyond 1991, it is estimated that 1,493.9 work years will be required under General Programmes for 1992, resulting in a reduction of some $ 1.2 million in staff costs.

Variations in volume - Non-staff costs

160 The significant reduction in non-staff costs in 1990, particularly in the field, have meant that the already overdue replacement of vehicles and equipment had to be effected in 1991. The revision in non-staff costs includes the cost of some of these replacements which, taking into account projected savings at Headquarters, results in a net increase of $ 0.4 million over the initial estimates. The initial estimates for 1992 reflect an increase of $ 1.2 million at Headquarters, mainly due to higher general operating expenses, including communications, office furniture and equipment as well as electronic data processing supplies and equipment. This increase is more than offset by an envisaged reduction of $ 1.3 million in the field.

(ii) Support costs for Special Programmes

161 Tables V-A/B attached to the present Overview include estimates related to PSA for Special Programmes, as well as staffing requirements. Support costs and staffing requirements related to Special Programmes Project Personnel are shown in Tables VI-A/B of the Overview. Detailed estimates and staffing requirements for PSA and PPE Special Programmes by country or area are included in Annexes I-IV at the end of each part of document A/AC.96/774. It should be noted that 1992 initial estimates for expenditure and staffing requirements remain provisional and do not lend themselves to accurate comparison with this year's figures.

(iii) UN Regular Budget contribution to UNHCR administrative costs

162 As indicated in Table V-A of this Overview, the United Nations Regular Budget contribution to UNHCR's administrative costs (PSA) in 1991 amounted to $ 17.3 million; this currently corresponds to 244 posts at Headquarters covered by the Regular Budget (Table V-B).

163 In response to renewed attention by the Executive Committee to the issue of the United Nations Regular Budget contribution to UNHCR's administrative costs, UNHCR held consultations with the United Nations Secretariat and, as a result, decided to incorporate into UNHCR's submission for the United Nations Budget for the biennium 1992/93 a number of additional requirements, including provision for the posts of UNHCR Representatives and Chiefs of Mission in 17 Least Developed Countries (LDC). While the Programme Planning and Budgetary Board (PPBB) of the United Nations Secretariat recognized that these 17 posts were a legitimate charge to the Regular Budget, it decided, however, that they should be introduced on a phased basis over three biennia. Since the United Nations Programme Budget for the biennium 1992/93 will only be approved by the General Assembly later this year, the

very limited impact on the 1992 estimates for General Programmes of any increase in the United Nations Regular Budget contribution to UNHCR's administrative costs will be reflected in the documentation presented to the forty-third session of the Executive Committee.

(b) Staffing/Post Levels

164 In considering staffing levels, reference should be made to Tables V-B (PSA) and VI-B (PPE) of this document, which provide consolidated information on the overall staffing requirements in 1991 and 1992, under all sources of funds. Details of staffing levels in the field by region, as well as at Headquarters, can be found in the annexes to document A/AC.96/774 (Parts I to VI).

165 Over the past few years, the tables providing information on staffing levels were presented in terms of the number of posts required at a given date, i.e. 1 October for the revised estimates for the current year, and 1 January for the initial projections of the following year. While this presentation might have had the advantage of establishing benchmarks for comparison purposes, the situation presented was not always in harmony with the budget estimates, particularly as many post are temporary and often budgeted for less than a full year. To redress this situation, the staffing levels for 1991 (revised) and 1992 (initial) are presented in work years as opposed to number of posts.

166 The Executive Committee has been kept informed of developments in regard to the overall post situation through documentation frequently submitted to the Sub-Committee on Administrative and Financial Matters. The most recent updates are contained in document EC/SC.2/1991/CRP.2 of 30 January 1991 (2,156 posts as at 1 January 1991) and in document EC/SC.2/1991/CRP.13 of 20 June 1991 (2,217 posts as at 17 June 1991). The present revision provides requirements for 2229 posts representing 2,178.1 work years in 1991 (see table below).

167 The initial 1991 projections as presented in document A/AC.96/753 provided for 1,516 posts under General Programmes (843 PSA and 673 PPE). The revised 1991 estimates under General Programmes now total 1573.3 work years (800.2 PSA and 773.1 PPE). The overall increase by 57.3 work years is mainly due to the extension or creation of posts in the Central African Republic, Côte d'Ivoire, Eastern Europe, Ghana, Guinea, Kenya, Malawi, Senegal, Sierra Leone, Sudan and Zaire, partly offset by reductions in Honduras, Somalia, and Turkey.

168 For 1992, it is estimated that 1,493.9 work years will be required under General Programmes, the reduction by 79.4 work years being essentially due to full impact expressed in work years of some of the post reductions decided in 1991.

169 As can be seen from Tables V-B and VI-B in the annex, total staffing requirements under all Special Programmes as known at this stage for 1991, amount to 360.8 work years for international and local staff, including UNHCR project personnel. Over 90 per cent of these posts concern requirements under various ongoing Repatriation/Returnee programmes and UNHCR's participation in the Humanitarian Plan of Action related to the Gulf crisis. The following table includes a breakdown of Special Programmes posts by major programmes as at 1 July 1991. Details at the country level are included in document A/AC.96/774 (Parts I to V). Projections for staffing requirements (PSA + PPE) under Special Programmes for 1992 at this stage total 275.8 work years, but can only be considered as tentative and incomplete. Even for some ongoing programmes, the level of 1992 activities will only be determined later in the year, not to mention any new programmes that might be added in the latter part of this year.

170 In document A/AC.96/753 (paras. 115 and 116), UNHCR informed the Executive Committee of the need to review the distribution of posts between Programme Support and Administration (PSA) and Project Personnel Expenditure (PPE), based on the functions carried out by each post and the programme to which they are affected. Unfortunately, the additional workload caused by the many emergencies faced by the Office has prevented us from carrying out such a review, which has now been rescheduled for late 1991 or early 1992.

UNHCR - Analysis of overall staffing levels (PSA/PPE) as at 1 July 1991 a/

Posts/Work years	HQs	Field	Total	RB	GP	of which Sub-total	SP
(i) Situation as at 1.1.86 - posts	481	1593	2074	290	1608	1898	176
(ii) Situation as at 1.1.90 - posts	589	1788	2377	244	1805	2049	328
(iii) Situation as at 1.1.91 - posts	527	1629	2156	244	1582	1826	330
(iv) Situation as at 1.7.91 - posts */	567	1662 b/	2229	244	1592	1836	393 **/
- Work years	542.5	1635.6	2178.1	244.0	1573.3	1817.3	360.8
*/ located in:							
- Africa			793		737		56
- South West Asia, North Africa, Middle East			234		162		72
- Asia and Oceania			269		194		75
- Latin America & Caribbean			181		111		70
- Europe and North America			185		183		2
- Headquarters			567	244	205		118
Total			2229	244	1592		393

**/ Breakdown by Special Programmes (HQs and Field Posts):

- Ethiopia - Repat./Returnee Programme	35
- Mozambique - Repat./Returnee Programme	21
- Cambodia - Repat./Returnee Programme	10
- Sri Lanka - Repat./Returnee Programme	9
- Afghanistan - Repat./Returnee Programme	48
- Nicaragua (CIAV) - Repat./Returnee Programme	67
- Latin America - various Repat./Returnee Programme	4
- Comprehensive Plan of Action/Indo-Chinese Refugees	55
- Cyprus Operation	9
- Gulf Crisis c/	56
- Anti-piracy related activities/Rescue at Sea	3
- CIREFCA Support Unit	3
- Various other Trust Fund projects	14
- Administrative posts related to more than one of the above Special Programmes	59
	393

PSA = Programme Support and Administration; PPE = Project Personnel Expenditure
RB = UN Regular Budget; GP = General Programmes; SP = Special Programmes;
a/ all posts (Professional and General Service), including those projected for less than a full work year, but excluding JPOs
b/ include 227 posts for guards and cleaners
c/ not including some 198 workyears in short-term assignments of staff (professional and local general service) nor Scandinavian Volunteers

(c) Personnel matters

Representation of professional and project personnel staff

171 The number of nationalities represented among UNHCR professional staff - including project personnel - has increased by 21.5 per cent over the past eight years. In December 1983, the professional staff of the Office was composed of 79 nationalities. By 30 June 1991, this number had risen to 96. UNHCR intends to continue to endeavour to achieve the widest possible representation of nationalities within the Office.

172 The proportion of women among the professional and project staff of the Office also increased from 57 on 31 December 1983 (18.4 per cent of all professional staff), to 156 as at 30 June 1991. Women now constitute 25.3 per cent of all professional staff members. The Office will continue its efforts to increase the number of women among its professional and project staff to reach gradually not only the 30 per cent target set by the General Assembly but also a higher proportion of women at the decision-making levels.

Emergency situations

173 The new emergency situations which have developed during late 1990 and the first half of 1991 have placed an enormous strain on the Office from the human-resource- management standpoint. UNHCR has been called upon to mobilize human resources on an unprecedented scale. The primary objective remains to be fully staffed in emergencies, without delay. While it might be feasible to staff fully a new emergency operation exclusively with either new staff (be they directly recruited by UNHCR or provided by Governments or NGOs), or with existing staff members, this course of action is not desirable for a range of reasons. Consequently, UNHCR has opted for combining temporary redeployment of UNHCR staff with the assignment of outside staff, to provide for an appropriate mix of existing and new staff at the locations concerned.

174 For new staff, UNHCR has relied on its own external roster to recruit personnel on a short- or medium-term basis, most of them with prior UNHCR or UN-system experience, and has complemented such recruitment with the assignment of staff from some Governments, NGOs and UN Volunteers. As this combination has proven to be reasonably successful, this approach will likely be maintained in the future.

175 UNHCR staff have been extremely responsive to calls for volunteers for the recent emergencies (more than 400 staff members responded) and the primary staffing needs were filled by such volunteers. A large number of key staff had completed UNHCR's Emergency Management Training Programme and were, therefore, well prepared to deal with the situations they faced. However, it should be emphasized that the sudden shift of staff from a programme or an operation, where they were assigned and are still needed, to an emergency situation, has laid a heavy burden on the ongoing operational activities of the Office. Thus, to a limited extent and in order to satisfy minimum operational needs, UNHCR was compelled to recruit staff to replace some of those who were withdrawn from their duty stations.

176 It is difficult to respond as swiftly and efficiently as possible to concurrent emergency situations, while at the same time planning other major operations. Thus, it is necessary to draw from lessons learned regarding emergency preparedness in order to improve UNHCR's operational capability. A separate conference room paper will be presented to the Executive Committee on this issue, which will contain a human resources component.

177 UNHCR has been called upon to participate in another important operation in the Western Sahara in the near future. Plans are well under way to address the relevant UNHCR staffing needs and UNHCR again intends to do so with a mix of UNHCR staff and new staff, whether recruited by UNHCR or provided by Governments, NGOs or UN Volunteers. A similar approach could also be used if large-scale repatriation to Cambodia was to occur. It should be noted that preparations for this operation are also under way so that UNHCR will be in a position to act rather than react when the repatriation movement becomes possible.

Recruitment

178 It will be recalled that a freeze on recruitment was imposed in 1990 in the context of the retrenchment exercise. The various emergency situations faced by the Office during late 1990 and 1991 have rendered necessary temporary increases in UNHCR staffing levels. To cover its needs, UNHCR has had to intensify its recruitment efforts. Most of the additional personnel required are recruited on a short-term basis. In order to cope with the unprecedented situation faced by the Office, UNHCR had to both simplify the administrative procedures linked to recruitment to the maximum extent possible and temporarily reinforce its Recruitment, Career Development and Placement Section.

179 At the same time, in view of overall staffing needs, UNHCR moved, in the context of its longer-term operations, from a recruitment freeze to limited recruitment in those cases where posts could not be filled by internal redeployment. UNHCR also continues to recruit Junior Professional Officers (JPOs) in consultation with Governments participating in the JPO scheme. In this regard, a special effort has been made, with some success, to enlist the cooperation of some Governments in sponsoring JPOs from developing countries.

Conditions of service of staff - security matters

180 UNHCR continues to seek improvements, through the UN common system machinery and, more particularly, through the International Civil Service Commission (ICSC), in the conditions of service of staff serving in the field and especially at its most remote duty stations. Emphasis at this stage has been placed on questions related to housing and various improvements regarding the mobility and hardship scheme. Within UNHCR, efforts are being made to provide more flexibility in the administration of entitlements of staff serving in very difficult duty stations, bearing in mind, inter alia, their family situation and the conditions prevailing at the duty station concerned.

181 While UNHCR, as a humanitarian organization, remains committed to operating even under extremely trying field conditions, it must also safeguard the security and safety of staff when there is a total breakdown in law and order in a given country. There are five phases in UNHCR's security planning, ranging from an "alert" stage, to the evacuation of dependants or even total evacuation, when the Office is unable to operate within minimum security conditions. UNHCR remains in contact with the Security Coordinator in New York, who ultimately decides on behalf of the Secretary-General on matters relating to security of staff in the UN system, as well as with organizations and embassies in the country concerned to exchange information and coordinate action on these matters.

Staff/Management relations

182 Consultations with the Staff Council have taken place on a regular basis through the Joint Advisory Committee (JAC) as well as through other meetings between representatives of staff and the administration. The main issue now before the JAC is the review of the appointment, promotion and placement machinery for staff in the Professional and General Service categories. The review has been completed in so far as the Appointments, Promotions and Postings Committee (APPC) dealing with staff in the General Service category is concerned. A report has been prepared and is currently been considered by staff and administrative representatives. Once the consultative process on it is concluded it will need to be acted upon.

183 A JAC Working Group on the Regulations of the Appointments, Promotions and Postings Board (APPB) is currently meeting to review the appointment, promotion and placement machinery for Professional staff. Its mandate has been enlarged to analyse policy questions of a more general nature related to career development which have a bearing on the functioning of the APPB. Among these policy questions are the rotation policy, the performance evaluation system, the promotion policy and the question of specialized posts/functions.

184 The JAC Working Group has undoubtedly been entrusted with a major task in reviewing important policy issues which have been under discussion in UNHCR for a number of years. Thus, while it is not possible at this stage to ascertain whether the Working Group will be in a position to complete its review on all issues soon, it is nevertheless expected to present a report in the near future on some of the major aspects of current issues. The report of the Working Group will then be examined by the JAC which will present its recommendations on the matters reviewed to the High Commissioner within the coming months.

Career development

185 In an organization constantly faced with emergency situations, there is inevitably a need to respond to such emergencies, in some cases, by initiating movements of staff very often at short notice. In such circumstances, proper forward planning is often not possible and this has an unavoidable impact on career planning for staff members. Despite the often unpredictable demands made on staff and the difficulties posed in this context for career development planning, UNHCR has to respond to justified staff expectations in so far as their careers are concerned.

186 As indicated above, the JAC Working Group on the review of APPB regulations is looking into some major policy issues which have a definite impact on career development planning. At the same time, the career development policies of sister, field-oriented organizations such as UNDP, UNICEF and WFP are being examined along with relevant documentation currently being prepared by the United Nations at the request of the General Assembly. Consideration of another element will have to be incorporated in this process, namely training, which forms an important part of the development potential of staff careers.

187 Based on the recommendations of the JAC stemming from the Working Group report, UNHCR hopes to be in a position to put in place major policy elements in 1992 and to present a synopsis of a career development plan for both categories of staff to the Executive Committee at its next session; gradual implementation of the career development plan would begin in 1993.

(d) Training

188 The period under review witnessed a consolidation of the efforts under way since 1987, to provide a comprehensive training programme meeting the needs of UNHCR, its staff and those of its operational partners.

189 Specific training needs are identified and assessed by the training network, which plays an important role in drawing up the annual training plans. This network, which comprises focal points for each work unit at Headquarters and training coordinators for most field offices, also makes a vital contribution to the actual implementation of training activities.

190 The graph attached as Annex I illustrates the relative numbers of participants in courses held in 1990 by major sectors. Within each sector, an indication is provided of the proportion of UNHCR staff (field and headquarters) to that of UNHCR operational partners. As shown in Annex I, protection training courses represented the largest sector of activity. These courses covered international refugee law, as well as refugee status determination, and were attended by many Government officials directly concerned with asylum procedures.

191 During the period under review, concerted efforts were made to enhance further UNHCR's in-house training capacity. Such in-house training not only reduces costs, but also ensures that the instruction given is provided by staff fully aware of the nature of UNHCR's responsibilities.

192 The Emergency Management Training Programme (EMTP), now in its sixth year, is another area in which the participation of operational partners is an important feature. With the series of emergencies faced by the Office, the benefits of this programme have become even more apparent as it has allowed UNHCR to draw resources from a core of trained staff. UNHCR has further expanded the scope of this programme in 1991 by organizing a series of EMTP Workshops for Government officials in Eastern European countries.

193 Coordination with other members of the UN system on training activities, facilities and materials has continued, mainly through a Geneva-based Training Working Group. In addition, UNHCR has taken an active part in the Disaster Management Training Programme recently introduced by the Office of the United Nations Disaster Relief Coordinator (UNDRO), and has made a contribution to the Programme on Management of Field Coordination for Senior UN-System Representatives held at the ILO Turin International Centre.

194 Objectives for the coming years follow a pattern broadly similar to those of the period under review, but with added emphasis on training geared to practical needs. Finally, it should be noted that UNHCR is currently giving priority to training related to voluntary repatriation, in view of foreseeable operations in the months ahead.

VII. RELATIONS WITH OTHER ORGANIZATIONS

(a) Cooperation between UNHCR and other members of the United Nations System

195 UNHCR's aim of strengthening its relationship with other UN Organizations, especially those with a potential to be of assistance to refugees and returnees, has been facilitated by recent initiatives to encourage greater and enhanced UN system-wide cooperation and coordination. In this context, the decision of the Executive Committee of the High Commissioner's Programme at its fortieth session on the Sharing of Responsibilities for Operational Activities relating to Refugees (A/AC.96/737, paragraph 33) which was subsequently approved by the United Nations General Assembly in its resolution 44/137 on the Office of the United Nations High Commissioner for Refugees, was particularly significant. A further important initiative in this regard was the resolution of the Economic and Social Council (ECOSOC) on Refugees, Displaced Persons and Returnees (1990/78). This resolution called for a system-wide review of the experience and capacity of various agencies in assistance to refugees, returnees and displaced persons and how cooperation and coordination among the various concerned agencies can be maximized in these activities.

196 Also conducive to UNHCR's attempts to promote greater inter-agency cooperation is a growing appreciation of the impact of the presence of refugees, displaced persons and returnees on the development prospects of refugee-hosting countries, especially developing countries. In this context, several recent decisions of the United Nations Development Programme (UNDP) Governing Council (90/22 and 91/17) are particularly relevant. Moreover, the work on the Guidelines on Refugee Aid and Development being promoted by UNHCR in the Consultative Committee on Substantive Questions (Operations)(CCSQ-OPS) has reached an advanced stage and will be finalized at the Committee's first regular session of CCSQ (OPS) in March 1992. It is expected that the guidelines will facilitate the planning and implementation of inter-agency developmental programmes in favour of refugees, returnees, displaced persons and host communities.

197 The advocacy by the Office of greater inter-agency cooperation on refugee/returnee assistance has concentrated on the following practical and operational objectives:

- Establishment of contacts and appointment of inter-agency focal points in cooperating agencies;
- Inclusion of refugee/returnee issues in the work programmes of individual organizations;
- Identification of areas of cooperation at the sectoral and geographical levels;

-- Establishment of joint refugee/returnee/displaced persons programme design and implementation arrangements;

-- Establishment of a joint resource-mobilization strategy for development assistance to refugees and returnees; and

-- Inter-agency planning and programme support arrangements such as training, standardized programme classification and database systems.

Progress can be reported on a number of the above objectives, most significant among which are the following:

Contacts and appointment of focal points

198 Recent contacts at the head-of-agency level have been established with a wide array of UN and other intergovernmental agencies. Accordingly, UNDP, the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the World Health Organization (WHO) and the United Nations Fund for Population Activities (UNFPA) have nominated senior officials as focal points for inter-agency cooperation with UNHCR. With other agencies such as the International Fund for Agricultural Development (IFAD) and the World Bank, recent contacts have concentrated on facilitating ongoing joint ventures and overcoming existing problems.

Inclusion of refugees and returnees in the work programme of relevant organizations

199 The most significant progress in this area has been made with UNDP and WFP. The paragraphs that follow, highlight this progress in relation to these and other UN organizations.

200 As mentioned above, the two latest sessions of the UNDP Governing Council took major decisions in this regard. Following on the Council decision in 1990, a joint UNDP/UNHCR letter, dated 1 November 1990, containing the outline of a joint programme of work between the two organizations, was dispatched to field offices of both organizations with a request for programme proposals from the field in line with the broad principles and objectives of cooperation outlined in the letter. The last Governing Council (92/17) encouraged the Administrator, inter-alia, to continue his close cooperation with UNHCR, the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) and other relevant U.N. organizations in carrying out activities related to providing development assistance to refugees, displaced persons and returnees.

201 UNHCR and UNDP continued their cooperation on all matters relating to the follow-up of the International Conference on Central American Refugees (CIREFCA - May 1989), in furtherance of the CIREFCA Plan of Action. UNHCR has also begun to implement certain national and regional sub-programme components of the Development Programme for Displaced Persons, Refugees and Returnees (PRODERE), an integrated development project which is being implemented by UNDP in the five Central American countries and Belize.

202 Of the total 1990 refugee food aid needs (including required buffer stocks) amounting to over 1.3 million MT tonnes, WFP provided approximately 631,000 MT. Furthermore, UNHCR and WFP worked closely together on the establishment of needs (food and related costs, in particular transport costs) for the appeals made by WFP (e.g. Ethiopia) and for the joint appeal by both organizations (Malawi). Moreover, in order to achieve a clearer division of responsibilities between UNHCR and WFP in the field of refugee food aid, the two organizations in January 1991 approved a "Concept Paper" outlining the proposed revisions in their respective areas of competence. These proposals envisage an expansion of WFP's responsibilities in both resource-mobilization and the delivery of refugee food aid. During the last week of June 1991, these proposals were presented to donors for approval. The new proposed arrangements, if approved, should permit savings in overall administrative costs and lead to more efficient collaboration between the two organizations.

203 Initiatives have also been undertaken to bring the issue of increased resources for refugee/returnee assistance to the attention of the Governing Board of UNICEF. On 12 February 1991, the then Officer-in-Charge of UNHCR wrote to UNHCR Representatives in Malawi, Mozambique and Zimbabwe drawing their attention to Letters of Intent for cooperation between UNHCR and UNICEF. He requested the Representatives to undertake consultations with the respective local UNICEF Representatives regarding joint initiatives that could be developed or strengthened at the country/regional level. At present, UNICEF provides all vaccines and cold chain under its Expanded Programme of Immunization (EPI) to most refugee programmes. In addition, UNICEF has funded water supply projects in countries such as Guinea, Kenya and Sierra Leone.

204 Following the World Conference on Education for All (5-9 March 1990, Jomtien, Thailand), a Consultation on the Provision and Coordination of Education for Refugees was jointly convened by UNHCR and the World University Service (WUS) between 12-14 November 1990 in Geneva. This initiative was inspired by the desire to assure greater inter-agency cooperation in addressing the educational needs of refugees. The Consultation was attended by more than 35 non-governmental and United Nations representatives. The establishment of an Inter-Agency Working Group on 18 February 1991, has done much to further the goals set by the Consultation. The Group comprises representatives of a number of national and international non-governmental agencies, as well as UNDP, UNESCO, UNICEF, ILO, the World Bank and UNHCR. A UNESCO consultant has prepared for the consideration of the Inter-Agency Working Group an advocacy paper that will serve as a policy document for inter-agency collaboration along Jomtien guidelines.

205 UNHCR and the International Labour Organization (ILO) have agreed to establish a joint research project on "International Public Aid as a Means to Reduce the Need for Emigration". Under this project, ILO would tackle aspects such as promotion of employment, social development and poverty alleviation. For its part, UNHCR would prepare studies on the possible inter-relationship between international aid - in all its forms, including UNHCR's own assistance - and strategies for prevention and solutions, particularly in terms of mitigating political and related root causes and of promoting the negotiated settlement of domestic conflicts, democratic reforms and respect of a broad spectrum of fundamental human rights.

(b) Other intergovernmental organizations

206 UNHCR has also continued to enhance its cooperation with other relevant intergovernmental organizations, especially advocating the consideration of refugee-related issues by these bodies and the adoption of relevant initiatives.

207 The Organization of American States (OAS) and UNHCR have cooperated in a joint programme of research in relation to refugee law in Latin American countries. These studies, conducted by the Under-Secretary of Legal Affairs of the OAS, guided and financed by UNHCR, have facilitated the assessment of legal provisions relating to refugees in key countries in Latin America. UNHCR participated in the twenty-first regular session of the OAS General Assembly, held in Santiago, Chile, in June 1991, at which a resolution entitled "Legal Situation of Refugees, Repatriated and Displaced Persons in the American Hemisphere" was adopted (AG/doc.2768/91). Acting as the operational arm of the United Nations Secretary-General, UNHCR also worked closely together with the OAS in the context of the International Support and Verification Commission (CIAV) operation in Central America.

208 The existing extensive coordination between UNHCR and the International Organization for Migration (IOM) was further reinforced during the Persian Gulf operation. IOM's cooperation in refugee/returnee transportation has continued, a recent example being a tripartite agreement, including the Government of Chile, for the voluntary repatriation of Chilean refugees. Regular consultation on matters of common interest have also continued both at Headquarters and in the field.

209 UNHCR maintained and intensified its traditional cooperation with the Organization of African Unity (OAU) in various fields of humanitarian assistance for refugees and returnees in Africa. To further enhance cooperation between the two organizations, a review of the OAU/UNHCR Cooperation Agreement is being undertaken. During the reporting period, consultations on important refugee situations took place, notably in relation to Liberia, Rwanda and South Africa.

210 UNHCR signed a cooperation agreement with the Islamic Organization for Education, Science and Culture (ISESCO) on 23 May 1991.

211 Cooperation with the Commission of the European Communities has been further reinforced. As well as being the third largest contributor to UNHCR programmes, with food aid being an important part of its contributions, the Commission of the European Communities and UNHCR have also undertaken joint technical missions. High level consultations continue to take place regarding questions of common concern.

212 UNHCR participated in the World Summit on Children (29-30 September 1990); it also collaborated closely with the inter-governmental Planning Committee for the World Summit for Children to ensure that the situation of refugee children received recognition in the

Declaration and the Plan of Action of the Summit. In its efforts in this regard, UNHCR received valuable support from the Permanent Missions in New York of a number of Member States.

213 UNHCR took part in the Ministerial Conference on the Movement of Persons Coming From Central and Eastern European Countries, organized by the Council of Europe and the Ministry of Foreign Affairs of Austria, in Vienna, in January 1991. UNHCR also participated in the Working Group on Migrations, held at the Organization for Economic Cooperation and Development (OECD) Headquarters in Paris, from 17 to 18 June 1991.

214 In addition, UNHCR participated in the International Symposium on Refugee Nutrition held in Oxford, from 17 to 20 March 1991. Some 250 participants, including refugees, experts in nutrition, health professionals, NGO specialists and generalist staff, Governments, and a host of UN and other intergovernmental organizations analyzed the nutrition crisis affecting refugees. The particular roles and responsibilities of UNHCR and WFP were discussed and important practical recommendations were made for improving the nutritional status of refugees.

215 The Office is currently involved in the preparation for the United Nations Conference on Environment and Development scheduled to take place in Brazil in mid-1992.

(c) Non-governmental organizations (NGOs)

216 UNHCR, through its Liaison Section with Non-governmental Organizations, is pursuing its efforts to consolidate the working relationship with its traditional NGO partners by continuing to organize consultations which respond to the need for an exchange of views on subjects of common interest. The Unit has also expanded its activities and contacts with development-oriented NGOs in order to familiarize and sensitize them to refugee problems.

217 While continuing the formal and institutional meetings with NGOs prior to the October session of the Executive Committee, in which 120 NGOs participated last year, UNHCR has organized meetings on a regular basis on regional issues (developments in Africa, the Persian Gulf region, Latin America and Albania). The traditional annual meeting on Protection attracted some 40 NGOs. These meetings afforded UNHCR and NGOs the opportunity to review and assess their cooperation in the fields of protection and operations worldwide, and to ensure that complementary activities are being pursued in a concerted manner. Along the same lines, the positive results of the inter-agency meetings organized last year by UNHCR with the participation of NGOs, UN agencies and donors on subjects such as food aid and education have promoted NGO participation in assessment missions.

218 In keeping with the current effort of UN agencies to reassess their relations with NGOs, UNHCR initiated a consultative process with the latter aimed at undertaking a joint review of the Guidelines on NGO/UNHCR Cooperation covering, inter alia, the fields of protection, assistance, advocacy,

information, fund raising and programming. Consultations took place in twenty countries with the participation of 250 traditional NGO partners. A drafting committee will prepare a reference document incorporating the conclusions of the various field consultations.

219 UNHCR also multiplied its contacts with development-oriented NGOs, with a view to involving them in reintegration projects for refugees and returnees and sensitizing them to refugee problems. In this endeavour, UNHCR is working in close collaboration with the United Nations Non-governmental Liaison Service (NGLS).

220 The Liaison Section with Non-Governmental Organization has instituted a Bulletin Board as part of a pilot project for the creation an Electronic Information Network which provides the latest information on refugee situations. This Network has begun on an experimental basis and currently includes 10 umbrella agencies worldwide. The Network will be expanded in the near future to all NGOs wishing to participate.

221 Following the events in Eastern and Central Europe, contacts were initiated with local NGOs and those operating in these regions. UNHCR participated in the Emergency Training Courses held in Poland and Czechoslovakia during 1991. The aim pursued was to become better acquainted with NGOs working in these two countries and encourage their collaboration with national authorities in activities benefiting refugees.

222 With respect to training, emphasis was laid on encouraging the participation of NGO staff from countries facing emergency situations. The participation of female staff was encouraged by UNHCR to ensure that gender issues are duly considered in handling emergency situations.

223 The UNHCR Liaison Section with Non-governmental Organizations has also been active on issues relating to refugee women. This aspect of UNHCR's work is detailed in the Progress Report on Implementation of the UNHCR Policy on Refugee Women (see document EC/SC.2/47).

224 In March 1991, in collaboration with the International Save the Children Alliance, UNHCR participated in the organization of a consultation to evaluate the impact of the UNHCR Guidelines on Refugee Children on the assistance and protection of Mozambican refugee children and their families in Malawi, with particular emphasis on vulnerable and war-affected children. Thirty-six participants, including eleven NGOs, UNHCR staff from Malawi, Mozambique, Swaziland, Zimbabwe and Geneva, as well as ministerial representatives of the Governments of Malawi and Mozambique attended the meeting and formulated recommendations for the revision and further elucidation of the guidelines to cover practical and operational considerations.

(d) Liberation Movements

225 During the period under review, UNHCR continued to maintain its traditional links with the National Liberation Movements (NLMs) recognized by

the Organization of African Unity (OAU), namely, the African National Congress (ANC), Pan African Congress of Azania (PAC) and the South West African People's Organization (SWAPO). This relationship continued to be based on the understanding of UNHCR's strict non-political and humanitarian role.

226 As in the past, NLMs served as UNHCR's implementing partners for assistance to refugees under their auspices. Such assistance covered care and maintenance for both urban and rural refugees, and multi-sectoral, local settlement projects which placed an emphasis on agricultural self-sufficiency for rural refugees. In addition, assistance was provided in education and income-generating activities designed to equip young and able refugees for their eventual repatriation while, in the meantime, helping them to obtain gainful employment or start their own small-scale enterprises.

227 Further to the role played by UNHCR in the voluntary repatriation of Namibian refugees and exiles within the framework of implementation of Security Council resolution 435/78, which led to the independence of Namibia in April 1990, the Office assisted in the transportation of some 2,266 Namibian refugee children from Nyamgo (Zambia) to Windhoek.

228 In early 1990, at the formal invitation of the Government of the Republic of South Africa, UNHCR initiated discussions with the South African authorities, ANC, PAC and other concerned parties, in order to facilitate the involvement of UNHCR in the potential mass voluntary repatriation of South African refugees and exiles. These discussions and consultations were held in the context of the larger process of political reconciliation and constitutional change that is taking place in that country. As at the end of June 1991, the Government of the Republic of South Africa, with the full support of the NLMs, and UNHCR were close to reaching a definitive agreement on the Memorandum of Understanding which would form the basis of UNHCR's involvement in any future, organized voluntary repatriation of South African refugees and exiles. The most important features of the proposed Memorandum of Understanding are:

-- the granting of a general amnesty to all exiles, irrespective of their affiliations, in respect of all offenses except serious common law crimes;

-- the enjoyment by UNHCR of free and unimpeded access to returnees and the establishment by UNHCR in South Africa of an adequate and effective presence for the entire duration of the operation, in order to monitor the fulfilment of the amnesty guarantees and assistance to returnees;

-- the establishment of procedures and formalities for re-admission, reception and reintegration of returnees, which are designed to ensure that the repatriation process will be undertaken under conditions of complete safety, freedom and dignity, including the restoration of citizenship rights to those who may have been deprived of their citizenship status under existing South African law.

VIII. ACTION TAKEN ON DECISIONS OF THE EXECUTIVE COMMITTEE

229 This section of the Overview provides, in summary form, information on the follow-up by UNHCR on all decisions/conclusions of the forty-first session of the Executive Committee that called for specific action by the High Commissioner. The paragraphs and headings referred to correspond to those contained in the report of the forty-first session of the Executive Committee, document A/AC.96/760 of 10 October 1990. Decisions/conclusions requiring action by Member States or other entities, rather than the High Commissioner, are not reported on.

GENERAL CONCLUSIONS ON INTERNATIONAL PROTECTION

Para. 20 (b) Calls upon States, UNHCR and other concerned parties to take all necessary measures to ensure that refugees are effectively protected and recalls in this regard the fundamental importance of the Convention relating to the Status of Refugees of 28 July 1951 and the Protocol relating to the Status of Refugees of 31 January 1967.

UNHCR Action: **The Division of International Protection has continued its efforts to promote accessions to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. In this regard, the Aide-Mémoire destined for States which are not yet party to these instruments, and which deals with the importance of accession, was updated and sent to the concerned States. During the period under review, Belize and Romania acceded to the 1951 Convention and its 1967 Protocol. Certain Eastern European States are also considering acceding to these international refugee instruments.**

Para 20 (c) Expresses strong concern that refugee protection continues to be seriously jeopardized in many States, including through expulsion, refoulement and other threats to the physical security, dignity and well-being of refugees.

UNHCR Action: **UNHCR, both through its protection officers in the various field locations and through initiatives carried out at Headquarters level, will continue to respond to protection problems as they arise and highlight the importance of refugee protection principles and the obligation of Member States to respect the said principles.**

Para. 20 (d) Notes with concern that, in certain instances, specific activities by some refugees have been incompatible with national security interests and, in this context, reconfirmed its Conclusion No. 48 (XXXVIII) on Military and Armed Attacks on Refugee Camps and Settlements and, in particular, its paragraph 4 (a).

UNHCR Action: **UNHCR, through the Division of International Protection, has continued and will continue in its efforts with States as well as within the refugee communities, to ensure that the civilian and humanitarian nature of refugee status is respected and that refugees are not subject to attacks.**

Para. 20 (e) Emphasizes the close nexus between international protection, international solidarity, material assistance and the provision of solutions through voluntary repatriation, integration in countries of asylum, or resettlement, and calls upon the High Commissioner to continue his efforts to ensure that protection measures are fully integrated into assistance and durable solutions programmes.

UNHCR Action: **This subject is dealt with below, under the heading Conclusion on Solutions and Protection. UNHCR's Information Note on UNHCR's Guidelines on the Protection of Refugee Women (document EC/SCP/67) is one example of how specific protection measures regarding refugee women are being integrated into UNHCR assistance and durable solutions programmes. For the link between legal and physical protection and resettlement, please refer to the document entitled Resettlement as an Instrument of Protection: Traditional Problems in Achieving this Durable Solution and New Directions in the 1990s (document EC/SCP/65).**

Para. 20 (g): Notes that countries of first asylum carry the major burden of refugees, displaced persons and asylum-seekers, and calls on the international community and the High Commissioner to continue efforts to share the task of providing assistance and solutions and to pursue the search for mechanisms that provide solutions appropriate for the groups involved.

UNHCR Action: **In terms of efforts towards the search for solutions, in particular for mechanisms conducive to solutions appropriate for the groups involved, see the Report of the Working Group on Solutions and Protection (EC/SCP/64). As to assistance, and the efforts of the High Commissioner to ensure greater international burden-sharing in its provision, see the statement of the High Commissioner to the Informal Meeting of the Executive Commission (28 June 1991), in particular her stated intention to give high priority to the broadening of UNHCR's donor-base. For UNHCR's efforts to involve other agencies, both intergovernmental and non-governmental, in responding to the multifaceted needs of refugees and returnees, see the Overview of UNHCR Activities (A/AC.96/775, section VII).**

Para. 20 (i) Encourages all States Parties to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol to respond as soon as possible to the questionnaire on implementation of these instruments circulated by the High Commissioner, so that he can submit a detailed report on their implementation to the forty-second session of the Executive Committee.

UNHCR Action: **The first responses to the questionnaire on the implementation of the refugee instruments by States Parties were received in July 1990, and an interim progress report in the form of a conference room paper was issued during the forty-first session of the Executive Committee. Subsequently, a number of additional responses to the questionnaire by Member States were received. While the small number of responses received to date has not permitted the preparation of a final detailed report, a document entitled Information Note on Implementation of the 1951 Convention relating to the Status of Refugees and the 1967 Procotol is being presented to the forty-second session of the Executive Committee (see document EC/SCP/66).**

Para. 20 (j) Notes with appreciation the accomplishments of the Office in promoting and disseminating refugee law, particularly through the organization of protection training courses, and in maintaining a research capacity, and calls upon the High Commissioner to consider how to pursue these activities within existing resources.

UNHCR Action: **A report detailing the Office's major activities during the reporting period in the areas of promotion and dissemination refugee law, particularly through the organization of protection training courses, is presented to the forty-second session of the Executive Committee in the Information Note on UNHCR's Training Activities for Refugee Law Promotion, Dissemination and Training (16 July 1990 - 15 July 1991) (document EC/SCP/69).**

CONCLUSION ON THE NOTE ON INTERNATIONAL PROTECTION

Para. 21 (a) (i)-(xii) (b) Takes note of a number of issues raised in the Note on International Protection such as, inter alia, prevention and early warning, the human rights dimensions of refugee flows, the need for countries of origin to assume a significant responsibility in the search for appropriate solutions, the development of measures by States to deal responsibly and effectively with rejected asylum-seekers, etc., and decided to refer these matters for reflection to the Executive Committee Working Group on Solutions and Protection.

UNHCR Action: **The cited matters were indeed studied by the Executive Committee Working Group on Solutions and Protection and its Report (document EC/SCP/64) has been submitted for the consideration of the forty-second session of the Executive Committee and contains a summary of the Working Group's debate, as well as its observations and recommendations for future action.**

CONCLUSIONS ON SOLUTIONS AND PROTECTION

Para. 22 (b) Requests that a further meeting of the Working Group be convened as soon as possible after the forty-first session of the Executive Committee.

UNHCR Action: **Please refer to the response included under para. 21 (a) (i)-(xii) and (b), above, under the heading Conclusion on the Note on International Protection.**

Para. 22 (e) Requests that a report on the work of the Working Group be made to the forty-second session of the Executive Committee in 1991.

UNHCR Action: **Please refer to the response included under para. 21 (a) (i)-(xii) and (b), above, under the heading Conclusion on the Note on International Protection.**

CONCLUSIONS ON REFUGEE WOMEN AND INTERNATIONAL PROTECTION

Para. 23 (a) Urges States, relevant United Nations organizations, as well as non-governmental organizations, as appropriate, to ensure that the needs and resources of refugee women are fully understood and integrated, to the extent possible, into their activities and programmes and, to this end, to pursue, among others, the following aims in promoting measures for improving the international protection of refugee women:

(i) Promote energetically the full and active participation of refugee women in the planning, implementation and evaluation/monitoring of all sectors of refugee programmes;

(ii) Increase the representation of appropriately trained female staff across all levels of all organizations and entities which work in refugee programmes and ensure direct access of refugee women to such staff;

(iii) Provide, wherever necessary, skilled female interviewers in procedures for the determination of refugee status and ensure appropriate access by women asylum-seekers to such procedures, even when accompanied by male family members;

(iv) Ensure that all refugees and the staff of relevant organizations and authorities are fully aware of, and support, the rights, needs and resources of refugee women and take appropriate specific actions;

(v) Integrate considerations specific to the protection of refugee women into assistance activities from their inception, including when planning refugee camps and settlements, in order to be able to deter, detect and redress instances of physical and sexual abuse as well as other protection concerns at the earliest possible moment;

(vi) Extend professional and culturally appropriate gender-based counselling as well as other related services to refugee women who are victims of abuse;

(ix) Provide all refugee women and girls with effective and equitable access to basic services, including food, water and relief supplies, health and sanitation, education and skills training and make wage-earning opportunities available to them;

(x) Provide for informed and active consent and participation of refugee women in individual decisions about durable solutions for them;

(xi) Ensure that resettlement programmes make special provisions for refugee women at risk.

UNHCR Action: **Items 23 (a)(i)-(xi) are already included in the Policy on Refugee Women (see document A/AC.96/754). Details regarding implementation of the Policy are presented for consideration of the Executive Committee in the Progress Report on the Implementation of the UNHCR Policy on Refugee Women, contained in document EC/SC.2/47.**

Para. 23 (b) Invited UNHCR to develop comprehensive guidelines on the protection of refugee women as a matter of urgency in order to give effect to its policy on refugee women as contained in document A/AC.96/754.

UNHCR Action: **Through the Information Note on UNHCR's Guidelines on the Protection of Refugee Women, UNHCR is presenting, for the information of the Executive Committee, the specific Guidelines on the Protection of Refugee Women which implement its request that UNHCR develop comprehensive guidelines (see document EC/SCP/67).**

Para. 24 (b) Urges States, relevant United Nations organizations, as well as non-governmental organizations, to reinforce UNHCR's implementation of this policy through their own efforts, including in the area of training;

UNHCR Action: **It should be noted that this paragraph is not addressed directly to UNHCR. Nonetheless, please refer to the relevant portions of the Progress Report on the Implementation of the UNHCR Policy on Refugee Women (document E/SC.2/47) for details relating to implementation of the Policy as this relates to coordination with other United Nations organizations and non-governmental organizations.**

Para. 24 (c) Calls on the High Commissioner to present a progress report on the implementation of this policy in both protection and assistance activities at the forty-second session. This report should also address the development of the comprehensive guidelines on the protection of refugee women and their application within the framework of this policy.

UNHCR Action: **The progress report has been prepared. Please refer to the Progress Report on the Implementation of the UNHCR Policy on Refugee Women (document E/SC.2/47).**

CONCLUSION ON THE IMPLEMENTATION OF THE COMPREHENSIVE PLAN OF ACTION ON INDO-CHINESE REFUGEES (CPA)

Para. 25 (d) Requests the High Commissioner and the Steering Committee to continue their multilateral coordinating role to ensure the full implementation of the Comprehensive Plan of Action.

UNHCR Action: **For details regarding implementation of the CPA, please refer to the relevant portions, particularly to the Regional Overview of Developments, of the document entitled UNHCR Activities Financed by Voluntary Funds: Report for 1990-91 and Proposed Programmes and Budget for 1992, Part II, Asia and Oceania (A/AC.96/774).**

CONCLUSION ON REPATRIATION TO CAMBODIA

Para. 27 (a) Calls upon the High Commissioner to work with the Secretary-General to ensure that the financial and other requirements for the repatriation and reintegration programmes are adequately and urgently addressed in the United Nations' overall planning, and appeals for a comprehensive settlement in Cambodia, and then calls upon governments and other donors to respond rapidly.

UNHCR Action **For details regarding repatriation to Cambodia, please refer to the relevant portions, particularly to the Regional Overview of Developments, of the document entitled UNHCR Activities Financed by Voluntary Funds: Report for 1990-91 and Proposed Programmes and Budget for 1992, Part II, Asia and Oceania (A/AC.96/774).**

CONCLUSION ON THE INTERNATIONAL CONFERENCE ON CENTRAL AMERICAN REFUGEES (CIREFCA)

Para. 27 (c) Requests, also, the High Commissioner to reinforce his efforts to continue providing full support, through the CIREFCA Joint Support Unit, to the governments of the region, and the concerned non-governmental organizations, with a view to ensuring effective implementation of CIREFCA projects, and to reinforce his collaboration with UNDP as well as the collaboration of all parties members of the national Support Groups, in accordance with the CIREFCA integrated approach.

UNHCR Action : **During the period under review, UNHCR continued to provide its full support to Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico and Nicaragua, and to NGOs, through the CIREFCA Joint Support Unit, to ensure full and effective implementation of CIREFCA projects. For additional details regarding CIREFCA and related activities please refer to the relevant portions, particularly to the Regional Overview of Developments, of the document entitled UNHCR Activities Financed by Voluntary Funds: Report for 1990-91 and Proposed Programmes and Budget for 1992, Part IV, Latin America and the Caribbean (A/AC.96/774).**

Para. 29 A (e) Notes the progress made by UNHCR to-date in regards to the implementation of the recommendations of the Temporary Executive Committee Working Group contained in the reports referred to above, and urges the Office to pursue outstanding issues related to the recommendations, and report on these to future meetings of the Sub-Committee on Administrative and Financial Matters.

UNHCR Action: **At the meeting of the Sub-Committee on Administrative and Financial Matters on 11 December 1990, a list of outstanding issues from the work of the Temporary Executive Committee Working Group was considered. It was agreed that the listing of the outstanding issues, as indicated in the agenda of the meeting, provided a good basis for the future deliberations of the Sub-Committee. These issues have been the subject of an ongoing and systematic consideration by the Sub-Committee over the last year.**

Para. 29 A (f) Calls upon the High Commissioner to sustain his efforts in assuring greater inter-agency cooperation in responding to the needs of refugees, and, in particular, in seeking to complement the Office's humanitarian endeavours with development initiatives from specialized agencies so as to attain, in an effective and efficient manner, further and more concrete results towards achieving durable solutions, and calls upon the member governments to support these efforts in the governing bodies of these agencies.

UNHCR Action: **Please refer to Section VII (a) - (c) of document A/AC.96/775, entitled Overview of UNHCR Activities: Report for 1990-1991, for details regarding inter-agency cooperation.**

Para 29 A (k) Reiterates its encouragements to UNHCR to secure additional income from non-traditional sources, and calls upon governments to consider providing the financial resources necessary for the initial investment that will enable UNHCR to pursue new ways of broadening its income base.

UNHCR Action: **During the period under review, initiatives were continued to secure additional income from non-traditional sources. From 1 January - 31 May 1991, private-sector contributions have already surpassed the level of such contributions in all of 1990 and it is estimated that additional important contributions will be forthcoming in the second half of 1991. A conference room paper will be presented for the consideration of the Sub-Committee on Administrative and Financial Matters which will also include further comments on this specific point.**

Para 29 A (l) Requests the High Commissioner to continue his negotiations for an increase of the UN Regular Budget participation in the administrative costs of UNHCR in the UN Programme Budget for the biennium 1992-1993, and requests members and observers of the Executive Committee to bring the matter to the attention of their delegations to all appropriate subsidiary organs of the General Assembly, particularly the Fifth Committee, to support these efforts appropriately;

UNHCR Action: **The question of the UN Regular Budget contribution to the administrative costs of UNHCR was one of the issues chosen for further consideration by the Sub-Committee on Administrative and Financial Matters at its meeting opened on 11 December and adjourned on 19 December 1990. At a meeting of the same Sub-Committee on 3 May 1991, the subject was considered in depth. The Sub-Committee decided to pursue the issue in a concerted fashion. Given the urgency that the Sub-Committee attached to the matter, and in view of the deliberations then taking place on the Regular Budget, it was proposed to request the High Commissioner, after consultation with the Chairman of the Executive Committee, to approach the Secretary-General on the subject. A message was sent by the High Commissioner to the Secretary-General on 31 May 1991.**

Para 29 A (m) Note the progress made to date in relation to evaluation activities and requests that the High Commissioner report to the next session of the Executive Committee on developments which further enhance the evaluation activities of the Office.

UNHCR Action **A report has been prepared and is presented in the document entitled UNHCR's Evaluation Activities (document A/AC.96/776).**

Para. 29 B (a) Requests the High Commissioner to seek the advice of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) on proposals for an appropriate mechanism that will address this need i.e. for the High Commissioner to have a higher degree of flexibility to ensure funding for contingencies, as well as on the level and criteria appropriate for its functioning and to submit to the Sub-Committee on Administrative and Financial Matters a proposal for discussion and, once the mechanism has been agreed upon, for endorsement on behalf of the Committee.

UNHCR Action: **The High Commissioner submitted to a meeting of the ACABQ on 26 November 1990, a document entitled "Funding Mechanism for Contingencies". In a letter dated 28 November 1990, the Chairman of the ACABQ communicated the comments and recommendations of his Committee on UNHCR's document. Subsequently, the question of a funding mechanism for contingencies was considered by UNHCR's Sub-Committee on Administrative and Financial Matters at meetings on 11 and 17 December 1990. The Sub-Committee agreed to make the necessary amendments to the Financial Rules of UNHCR, on the understanding that the proposed increase to the Emergency Fund would be subject to an Executive Committee decision. This approval was given by the Executive Committee at a special meeting on 6 February 1991.**

CONCLUSION ON STAFFING MATTERS

Para. 30 Takes note of the working paper submitted by the Chairman of UNHCR Staff Council to the Sub-Committee on Administrative and Financial Matters and invites the Chairman of the Staff Council to submit a report on these and other issues of concern to staff for consideration at the Sub-Committee on Administrative and Financial Matters prior to the forty-second session of the Executive Committee.

UNHCR Action: **The Report of the Chairman of the Staff Council is submitted as document EC/SC.2/49.**

TABLE I

TOTAL UNHCR PROGRAMMES IN 1990, 1991 AND 1992

(by programme and source of funds - in thousands of US dollars)

PROGRAMME	1990 Expenditure				1991 Estimates				1992 Projections			
	UN Regular Budget	Voluntary funds: General Programmes (a)	Voluntary funds: Special programmes	Total	UN Regular Budget	Voluntary funds: General Programmes (a)	Voluntary funds: Special programmes	Total	UN Regular Budget	Voluntary funds: General Programmes (a)	Voluntary funds: Special programmes	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
I. Executive Direction and Management	1,952.2	504.5	70.1	2,526.8	906.7	456.7	-	1,363.4	885.6	478.4	-	1,364.0
II. International Protection of and assistance to refugees (b)												
(i) Division of International Protection	2,487.2	1,400.5	243.9	4,131.6	1,948.5	2,026.8	-	3,975.3	1,947.2	1,995.3	-	3,942.5
(ii) Regional Coordination at Headquarters	14.1	9,825.3	278.2	10,117.6	192.1	8,025.8	105.8	8,323.7	192.1	8,066.0	64.2	8,322.3
(iii) Regular field operations	-	307,034.9	210,851.4	517,886.3	-	359,402.1	600,753.8	960,155.9	-	353,079.3	261,445.3	614,524.6
Sub-total (II)	2,501.3	318,260.7	211,373.5	532,135.5	2,140.6	369,454.7	600,859.6	972,454.9	2,139.3	363,140.6	261,509.5	626,789.4
III. Divison of External Affairs	2,979.6	2,777.5	254.2	6,011.3	2,728.2	2,370.7	114.0	5,212.9	2,648.5	2,227.0	138.3	5,013.8
IV. Div.of Prog.Support,Budget & Finance	3,283.3	4,533.5	696.0	8,512.8	7,381.2	3,590.2	79.0	11,050.4	7,303.6	3,976.1	16.0	11,295.7
V. Div.of Human Resources Management	9,136.1	5,217.2	322.3	14,675.6	4,155.6	3,164.0	250.9	7,570.5	4,208.6	3,232.7	205.9	7,647.2
TOTAL	19,852.5	331,293.4	212,716.1	563,862.0	17,312.3	379,636.3	601,303.5	997,652.1	17,185.6	373,054.8	261,869.7	652,110.1
36,920.8 c/					34,497.9 c/							

a/ Annual Programme and Emergency Fund

b/ And Special Humanitarian Operations

c/ Total expenditure under Section 21 of the United Nations Programme Budget for the biennia 1989-1990 and 1991-1992 respectively

TABLE II

UNHCR EXPENDITURE IN 1990, 1991 AND 1992 - ALL SOURCES OF FUNDS (in thousands of US dollars)

Regional Bureau/ Overall allocations	1990 Expenditure			1991 Estimates			1992 Projections		
	Operations	Prog. Support & Admin. a/	Total	Operations	Prog. Support & Admin. a/	Total	Operations	Prog. Support & Admin. a/	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
AFRICA									
General Programmes	130,368.0	13,228.8	144,326.8	161,975.9	13,301.5	175,277.4	138,386.1	12,576.4	150,962.5
Special Programmes	79,134.7	2,296.3	81,541.0	62,563.7	1,298.0	63,961.7	28,412.9	1,180.4	29,593.3
Sub-total	210,422.7	15,445.1	225,867.8	224,539.6	14,699.5	239,239.1	166,799.0	13,756.8	180,555.8
ASIA AND OCEANIA									
General Programmes	46,407.4	6,145.9	52,553.3	43,830.0	7,399.0	51,229.0	41,696.5	7,161.5	48,858.0
Special Programmes	48,033.3	1,322.1	49,355.4	96,608.3	1,104.8	97,713.1	86,765.0	948.3	87,705.3
Sub-total	94,440.7	7,468.0	101,908.7	140,438.3	8,503.8	148,942.1	128,461.5	8,101.8	136,563.3
EUROPE AND NORTH AMERICA									
General Programmes	14,514.2	9,899.9	24,414.1	15,367.1	9,790.0	25,157.1	14,129.6	9,607.7	23,736.3
Special Programmes	2,171.1	725.1	2,896.2	6,009.2	761.6	6,770.8	274.6	696.2	970.8
Sub-total	16,685.3	10,615.0	27,300.3	21,376.3	10,551.6	31,927.9	14,403.2	10,303.9	24,707.1
LATIN AMERICA AND THE CARIBBEAN									
General Programmes	20,242.2	3,774.4	24,016.6	15,154.2	4,242.3	19,396.5	12,643.7	4,158.7	16,792.4
Special Programmes	18,465.9	909.8	19,375.7	27,490.2	712.0	28,202.2	23,566.5	705.8	24,272.3
Sub-total	38,708.1	4,684.2	43,392.3	42,644.4	4,954.3	47,598.7	35,610.2	4,864.5	40,474.7
SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST									
General Programmes	47,732.8	4,120.4	51,854.2	49,019.7	4,042.6	53,062.3	43,910.7	3,553.1	47,463.8
Special Programmes	44,812.9	892.6	45,705.5	342,117.8	533.9	342,651.7	48,658.6	572.6	49,231.2
Sub-total	92,544.7	5,013.0	97,559.7	391,137.5	4,576.5	395,714.0	92,569.3	4,125.7	96,695.0
OVERALL ALLOCATIONS									
General Programmes	9,879.9	24,258.5	34,138.4	14,442.8	19,634.2	34,077.0	13,760.4	19,975.5	33,735.9
Special Programmes	11,977.6	1,864.7	13,842.3	61,454.3	549.7	62,004.0	69,672.4	424.4	70,096.8
UN Regular Budget	-	19,852.5	19,852.5	-	17,312.3	17,312.3	-	17,185.6	17,185.6
Sub-total	21,857.5	45,975.7	67,833.2	75,897.1	37,496.2	113,393.3	83,432.8	37,585.5	121,018.3
PROGRAMME RESERVE b/	-	-	- c/	7,500.0	-	7,500.0 d/	12,095.9	-	12,095.9 e/
EMERGENCY FUND b/	-	-	- c/	13,327.0	-	13,327.0 d/	20,000.0	-	20,000.0 e/
GRAND TOTAL	474,661.0	89,291.0	563,862.0	916,870.2	89,781.9	997,652.1	573,371.9	78,738.2	652,110.1
of which: GENERAL PROGRAMMES	269,865.5	61,427.9	331,293.4	320,626.7	58,499.6	379,036.3	316,021.9	57,032.9	373,054.8
of which: Annual Programmes	262,819.0	61,427.9	324,246.9	300,626.7	58,499.6	359,036.3	296,021.9	57,032.9	353,054.8
Emergency Fund	7,046.5	-	7,046.5	20,000.0	-	20,000.0	20,000.0	-	20,000.0
SPECIAL PROGRAMMES	204,795.5	7,939.6	212,716.1	596,243.5	5,060.0	601,303.5	257,350.0	4,519.7	261,869.7
UN REGULAR BUDGET	-	19,852.5	19,852.5		17,312.3	17,312.3		17,185.6	17,185.6

a/ Including total cost of UNHCR's statutory protection functions.

b/ Forms part of General Programmes.

c/ Actual expenditure are included above in the relevant regions under General Programmes.

d/ Initially $ 12,760.4 for Programme Reserve and $ 20,000.0 for Emergency Fund; obligations incurred as at 31.5.91 are included above under General Programmes in the relevant regions; amounts shown here thus represent balances available for meeting contingencies for remainder of year.

e/ Not yet allocated to specific countries.

TABLE III

UNHCR GENERAL PROGRAMMES

Analysis by Regional Bureau/area and types of activities

(in thousands of United States dollars)

REGIONAL BUREAU/AREA	Emergency assistance			Care and maintenance			Voluntary repatriation			Local settlement			Promotion of resettlement			TOTAL		
	1990 (actual)	1991 (est.)	1992 (est.)	1990 (actual)	1991 (est.)	1992 (est.)	1990 (actual)	1991 (est.)	1992 (est.)	1990 (actual)	1991 (est.)	1992 (est.)	1990 (actual)	1991 (est.)	1992 (est.)	1990 (actual)	1991 (est.)	1992 (est.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)
AFRICA	6,712.5	3,679.4	-	66,334.6	136,771.4	120,258.8	1,840.8	1,290.9	850.8	54,964.6	19,398.0	16,543.5	1,235.5	836.2	733.0	131,088.0	161,975.9	138,386.1
ASIA AND OCEANIA	161.9	2,765.6	-	28,777.4	26,699.5	26,626.1	201.0	174.4	201.2	5,836.0	4,972.5	5,748.5	11,431.1	9,218.0	9,120.7	46,407.4	43,830.0	41,696.5
EUROPE AND NORTH AMERICA	-	68.0	-	7,647.1	8,706.3	7,535.0	796.8	166.3	166.8	5,068.0	5,711.3	5,853.0	982.3	715.2	575.8	14,514.2	15,367.1	14,128.6
LATIN AMERICA AND THE CARIBBEAN	172.2	-	-	5,761.3	3,104.4	2,965.5	2,211.6	3,048.6	2,199.1	11,897.9	8,978.8	6,869.4	199.2	22.4	9.7	20,242.2	15,154.2	12,043.7
SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST	0.0	150.0	-	33,603.7	34,292.7	28,069.5	6.9	-	-	13,344.0	13,679.5	14,708.5	780.1	897.5	1,132.7	47,733.8	49,019.7	43,910.7
GLOBAL AND REGIONAL PROJECTS	272.6	1,357.6	447.9	8,868.7	11,181.1	10,868.9	10.2	542.8	555.0	509.3	1,496.2	1,147.1	219.1	724.1	741.5	9,879.9	15,301.8	13,760.4
TOTAL	7,319.2	8,020.6	447.9	150,992.8	220,755.4	196,323.8	5,066.4	5,223.0	3,972.9	91,639.8	54,236.3	50,870.0	14,847.3	12,413.4	12,311.4	269,865.5	300,648.7 a/	263,926.0 b/

a/ Excludes the unallocated balance as at 31 May 1991 of the Emergency Fund and the Programme Reserve

b/ Excluding the Emergency Fund and Programme Reserve

1991 - 1992 GENERAL PROGRAMMES (GP)

(Global analysis by budget sectors - in thousands of US Dollars)

TABLE IV

Sector	1991 (Initial) Approved HICOM Allocation (Oct. 1990)		1991 (Revised) Allocation to be submitted to HICOM		1992 (Initial) Allocation to be submitted to HICOM	
	US$	%	US$	%	US$	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)
A. Food	19,736.0	6.13%	20,060.5	5.71%	21,277.9	6.63%
B. Transport a/	62,133.1	19.25%	66,205.5	18.83%	58,015.0	18.08%
C. Domestic Needs	25,710.1	7.96%	34,725.3	9.88%	28,353.4	8.84%
D. Water	15,686.4	4.86%	19,286.1	5.49%	14,779.1	4.60%
E. Sanitation	4,892.0	1.52%	4,592.9	1.31%	3,586.5	1.12%
F. Health	30,969.0	9.59%	28,426.2	8.09%	27,741.5	8.64%
G. Shelter	7,977.5	2.47%	11,579.4	3.29%	6,153.6	1.92%
H. Community Services	5,840.9	1.81%	6,153.2	1.75%	5,902.0	1.84%
I. Education	20,216.6	6.26%	19,465.7	5.54%	19,050.4	5.94%
J. Crop Production	4,795.6	1.49%	4,448.6	1.27%	3,948.7	1.23%
K. Livestock	1,122.1	0.35%	709.1	0.20%	606.3	0.19%
L. Fisheries	6.1	0.00%	21.4	0.01%	32.2	0.01%
M. Forestry	1,401.7	0.43%	1,278.2	0.36%	1,574.7	0.49%
N. Income Generation	7,256.7	2.25%	7,948.2	2.26%	6,890.3	2.15%
O. Legal Assistance	5,354.6	1.66%	7,198.1	2.05%	6,964.0	2.17%
P. Agency Op. Support	22,482.4	6.96%	21,647.8	6.16%	19,148.2	5.97%
Q. Project Personnel (PPS) b/	31,621.3	9.80%	39,379.6	11.20%	39,886.2	12.43%
R. Prog. Support & Admin. (PSA) b/	55,522.9	17.20%	58,409.6	16.62%	57,032.9	17.77%
Total Programmed Activities	322,795.1	100.00%	351,536.3	100.00%	320,958.9	100.00%
Programme Reserve	12,760.4		7,500.0		32,095.9	
Total Annual Programme	335,555.5		359,036.3		353,054.8	
Emergency Fund	20,000.0		20,000.0		20,000.0	
Total General Programmes	355,555.5		379,036.3		373,054.8	

a/ Not including inland transportation, storage and handling costs (ITSH) expected to be met by WFP.

b/ Including costs of UNHCR's statutory protection function; percentages for PSA/PPS as a function of the total, are likely to move downwards with further activities funded from the Programme Reserve and Emergency Fund.

TABLES V-A AND VI-A

PROGRAMME SUPPORT & ADMINISTRATIVE COSTS (PSA) FOR 1992 INITIAL BUDGET — TABLE V-A
SUMMARY BY OBJECT OF EXPENDITURE (in thousands of U.S. Dollars)

	PROGRAMME SUPPORT & ADMIN.(PSA)				Objects of expenditure				
	REGULAR BUDGET	GENERAL PROGR.	SPECIAL PROGR.	TOTAL	STAFF	TRAVEL	CONTRACT. SERVICES	OPERATING EXPENSES	OTHER
I. AFRICA	-	12,576	1,180	13,756	9,596	615	41	2,918	586
II. ASIA & OCEANIA	-	7,162	941	8,103	6,099	398	174	1,221	211
III. EUROPE & N.AMERICA	-	9,608	696	10,304	7,214	317	484	1,928	361
IV. LAT.AMER.& CARIBBEAN	-	4,158	706	4,864	3,486	293	7	972	106
V. S.W ASIA, N.AFR. & M.E.	-	3,553	573	4,126	3,460	221	3	398	44
sub-total Field	-	37,057	4,096	41,153	29,855	1,844	709	7,437	1,308
VI. OVERALL HEADQUARTERS	17,186	19,976	424	37,586	31,837	792	822	2,247	1,888
1992 INITIAL ESTIMATES	17,186	57,033	4,520	78,739	61,692	2,636	1,531	9,684	3,196
1991 Revised estimates	17,312	58,410	5,060	80,782	63,792	2,527	1,646	8,449	4,368
1991 Initial estimates	17,296	55,523	5,318	78,137	59,627	2,795	1,910	9,228	4,577
1990 Expenditure	19,852	61,428	7,921	89,201	74,758	1,808	2,121	6,857	3,657

PROJECT PERSONNEL EXPENDITURE (PPE) FOR 1992 INITIAL BUDGET — TABLE VI-A
SUMMARY BY OBJECT OF EXPENDITURE (in thousands of U.S. Dollars)

	PROJECT PERSONNEL EXPENDITURE (PPE)			Objects of expenditure				
	GENERAL PROGR.	SPECIAL PROGR.	TOTAL	STAFF	TRAVEL	CONTRACT. SERVICES	OPERATING EXPENSES	OTHER
I. AFRICA	16,358	1,631	17,989	13,049	780	0	3,377	783
II. ASIA & OCEANIA	3,973	10,068	14,041	11,762	622	31	1,362	264
III. EUROPE & N.AMERICA	3,635	169	3,804	2,973	169	42	561	59
IV. LAT.AMER. & CARIBBEAN	1,912	1,622	3,534	2,426	206	9	746	147
V. S.W ASIA,N.AFR. & M.E.	3,963	4,204	8,167	5,299	946	15	1,797	110
sub-total Field	29,841	17,694	47,535	35,509	2,723	97	7,843	1,363
VI. OVERALL HEADQUARTERS	10,046	13,155	23,201	10,763	1,025	2,926	3,882	4,605
1992 INITIAL ESTIMATES	39,887	30,849	70,736	46,272	3,748	3,023	11,725	5,968
1991 Revised estimates	39,380	54,530	93,910	57,784	9,077	3,203	12,273	11,573
1991 Initial estimates	31,621	11,252	42,873	27,252	2,368	2,099	7,236	3,918
1990 Expenditure	38,556	18,184	56,740	39,227	4,152	1,077	7,258	5,026

TABLE V - B

PSA - STAFFING REQUIREMENTS IN FIELD AND HEADQUARTERS
SUMMARY - IN WORK-YEARS

		1991 INITIAL												1991 REVISED										1992 INITIAL											
		USG ASG	D2	D1	P5	P4	P3	P2	s/Tot	NO	GS	TOT all	JPO	USG ASG	D2	D1	P5	P4	P3	P2	s/Tot	NO	GS	TOT all	JPO	USG ASG	D2	D1	P5	P4	P3	P2	s/Tot	NO	GS	TOT all	JPO
AFRICA	GP/EP	-	3.0	3.0	17.0	18.0	24.0	3.0	68.0	1.0	248.0	317.0	-	-	2.0	3.5	17.0	18.0	21.0	3.0	64.5	1.0	221.3	286.8	-	-	3.0	3.0	17.0	17.0	18.5	3.0	60.5	1.0	190.4	251.9	-
	SP/TP	-	-	-	-	-	-	-	0.0	-	-	0.0	15.0	-	-	-	-	-	-	-	0.0	-	-	0.0	15.2	-	-	-	-	-	-	-	0.0	-	-	0.0	1.5
	Total	0.0	3.0	3.0	17.0	18.0	24.0	3.0	68.0	1.0	248.0	317.0	15.0	0.0	2.0	3.5	17.0	18.0	21.0	3.0	64.5	1.0	221.3	286.8	25.2	0.0	3.0	3.0	17.0	17.0	18.5	3.0	60.5	1.0	190.4	251.9	1.5
ASIA AND OCEANIA	GP/EP	-	1.0	3.0	9.0	11.0	13.0	1.0	38.0	1.0	64.0	103.0	-	-	1.0	3.0	9.0	10.0	12.4	1.0	36.4	1.0	62.0	99.4	-	-	1.0	3.0	9.0	9.0	12.0	1.0	35.0	1.0	59.0	95.0	-
	SP/TP	-	-	-	1.0	-	-	-	1.0	1.0	9.0	11.0	4.0	-	-	-	1.0	-	-	-	1.0	-	8.0	9.0	12.4	-	-	-	1.0	-	-	-	1.0	-	8.0	9.0	9.2
	Total	0.0	1.0	3.0	10.0	11.0	13.0	1.0	39.0	2.0	73.0	114.0	4.0	0.0	1.0	3.0	10.0	10.0	12.4	1.0	37.4	1.0	70.0	108.4	12.4	0.0	1.0	3.0	10.0	9.0	12.0	1.0	36.0	1.0	67.0	104.0	9.2
EUROPE AND NORTH AMERICA	GP/EP	-	-	10.0	3.0	8.0	11.0	13.0	45.0	3.0	76.0	124.0	-	-	1.0	9.0	3.0	7.1	10.0	13.0	43.9	2.0	75.5	122.1	0.0	-	1.0	9.0	3.0	7.0	10.0	13.0	43.0	3.0	76.0	119.0	-
	SP/TP	-	-	-	-	-	-	-	0.0	-	-	0.0	1.0	-	-	-	-	-	-	1.0	1.0	-	0.8	1.8	6.5	-	-	-	-	-	-	1.0	1.0	-	1.0	2.0	4.6
	Total	0.0	0.0	10.0	3.0	8.0	11.0	13.0	45.0	3.0	76.0	124.0	1.0	0.0	1.0	9.0	3.0	7.1	10.0	14.0	44.9	2.0	76.3	123.9	6.5	0.0	1.0	9.0	3.0	7.0	10.0	14.0	44.0	3.0	76.0	121.0	4.6
LATIN AMERICA & CARIBBEAN	GP/EP	-	-	4.0	2.0	13.0	5.0	1.0	25.0	2.0	44.0	71.0	-	-	-	3.6	2.0	12.6	4.6	1.0	23.8	2.0	44.3	70.1	-	-	-	3.0	2.0	12.0	4.0	1.0	22.0	2.0	41.0	65.0	-
	SP/TP	-	-	-	-	-	-	-	0.0	-	-	0.0	7.0	-	-	-	-	-	-	-	0.0	-	-	0.0	14.2	-	-	-	-	-	-	-	0.0	-	-	0.0	14.3
	Total	0.0	0.0	4.0	2.0	13.0	5.0	1.0	25.0	2.0	44.0	71.0	7.0	0.0	0.0	3.6	2.0	12.6	4.6	1.0	23.8	2.0	44.3	70.1	14.2	0.0	0.0	3.0	2.0	12.0	4.0	1.0	22.0	2.0	41.0	65.0	14.3
SOUTH W. ASIA NORTH AFRICA & MIDDLE EAST	GP/EP	-	1.0	2.0	8.0	6.0	11.0	-	36.0	-	42.0	68.0	-	-	1.0	2.0	7.0	4.6	8.4	-	23.0	-	37.6	61.6	-	-	1.0	2.0	7.0	5.0	8.0	-	23.0	-	34.0	57.0	-
	SP/TP	-	-	-	-	1.0	-	1.0	2.0	-	6.0	8.0	6.0	-	-	-	-	1.0	-	1.0	2.0	-	6.0	8.0	6.2	-	-	-	-	1.0	-	1.0	2.0	-	6.0	8.0	2.4
	Total	0.0	1.0	2.0	8.0	5.0	11.0	1.0	38.0	0.0	48.0	76.0	6.0	0.0	1.0	2.0	7.0	5.6	8.4	1.0	25.0	0.0	43.6	69.6	6.2	0.0	1.0	2.0	7.0	6.0	8.0	1.0	25.0	0.0	40.0	65.0	2.4
TOTAL FIELD	GP/EP	-	5.0	22.0	39.0	56.0	66.0	18.0	202.0	7.0	474.0	683.0	0.0	-	5.0	21.1	38.8	52.3	57.2	18.0	192.4	6.0	448.9	646.1	0.0	-	5.0	20.0	38.0	50.0	52.5	18.0	183.5	6.0	398.4	587.9	0.0
	SP/TP	-	0.0	0.0	1.0	1.0	0.0	1.0	3.0	1.0	15.0	19.0	31.0	-	0.0	0.0	1.0	1.0	0.0	2.0	4.0	0.0	14.8	18.8	44.5	-	0.0	0.0	1.0	1.0	0.0	2.0	4.0	0.0	15.0	19.0	32.0
	Total	0.0	5.0	22.0	40.0	57.0	66.0	19.0	205.0	8.0	489.0	702.0	31.0	0.0	5.0	21.1	39.8	53.3	57.2	20.0	196.4	6.0	463.7	658.9	44.5	0.0	5.0	20.0	39.0	51.0	52.5	20.0	187.5	6.0	413.4	606.9	32.0
TOTAL HEADQUARTERS	RB/EP	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	-	155.0	244.0	-	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	-	155.0	244.0	-	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	-	155.0	244.0	-
	GP/EP	-	5.0	4.0	14.0	27.0	18.0	1.0	69.0	-	91.0	160.0	-	-	5.0	5.0	13.0	27.0	19.7	1.0	70.7	-	89.4	160.1	-	-	5.0	5.0	13.0	27.0	20.0	1.0	71.0	-	88.0	159.0	-
	SP/TP	-	-	-	-	-	-	-	0.0	-	4.0	4.0	2.0	-	-	-	-	-	-	-	0.0	-	4.0	4.0	4.0	-	-	-	-	-	-	-	0.0	-	4.0	4.0	2.5
	Total	2.0	7.0	14.0	33.0	41.0	45.0	16.0	158.0	0.0	250.0	408.0	2.0	2.0	7.0	15.0	32.0	41.0	46.7	16.0	159.7	0.0	248.4	408.1	4.0	2.0	7.0	15.0	32.0	41.0	47.0	16.0	160.0	0.0	247.0	407.0	2.5
GRAND TOTAL	RB/EP	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	0.0	155.0	244.0	0.0	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	-	155.0	244.0	-	2.0	2.0	10.0	19.0	14.0	27.0	15.0	89.0	0.0	155.0	244.0	0.0
	GP/EP	0.0	10.0	26.0	53.0	83.0	82.0	19.0	271.0	7.0	565.0	843.0	0.0	0.0	10.0	26.1	51.8	79.3	76.9	19.0	263.1	6.0	538.3	808.2	0.0	0.0	10.0	25.0	51.0	77.0	72.5	19.0	254.5	6.0	486.4	746.9	0.0
	SP/TP	0.0	0.0	0.0	1.0	1.0	0.0	1.0	3.0	1.0	19.0	23.0	33.0	0.0	0.0	0.0	1.0	1.0	0.0	2.0	4.0	0.0	18.8	22.8	49.3	0.0	0.0	0.0	1.0	1.0	0.0	2.0	4.0	0.0	19.0	23.0	34.5
	Total	2.0	12.0	36.0	73.0	98.0	109.0	35.0	363.0	8.0	739.0	1110.0	33.0	2.0	12.0	36.1	71.8	94.3	103.9	36.0	356.1	6.0	704.1	1067.0	69.3	2.0	12.0	35.0	71.0	92.0	99.5	36.0	347.5	6.0	650.4	1013.9	34.5

RB = UN Regular Budget; GP = General Programmes; SP = Special Programmes
JPO = Junior Professional Officer; NO = Professional National Officer; GS = General Service Staff
EP = Established post; TP = Temporary post

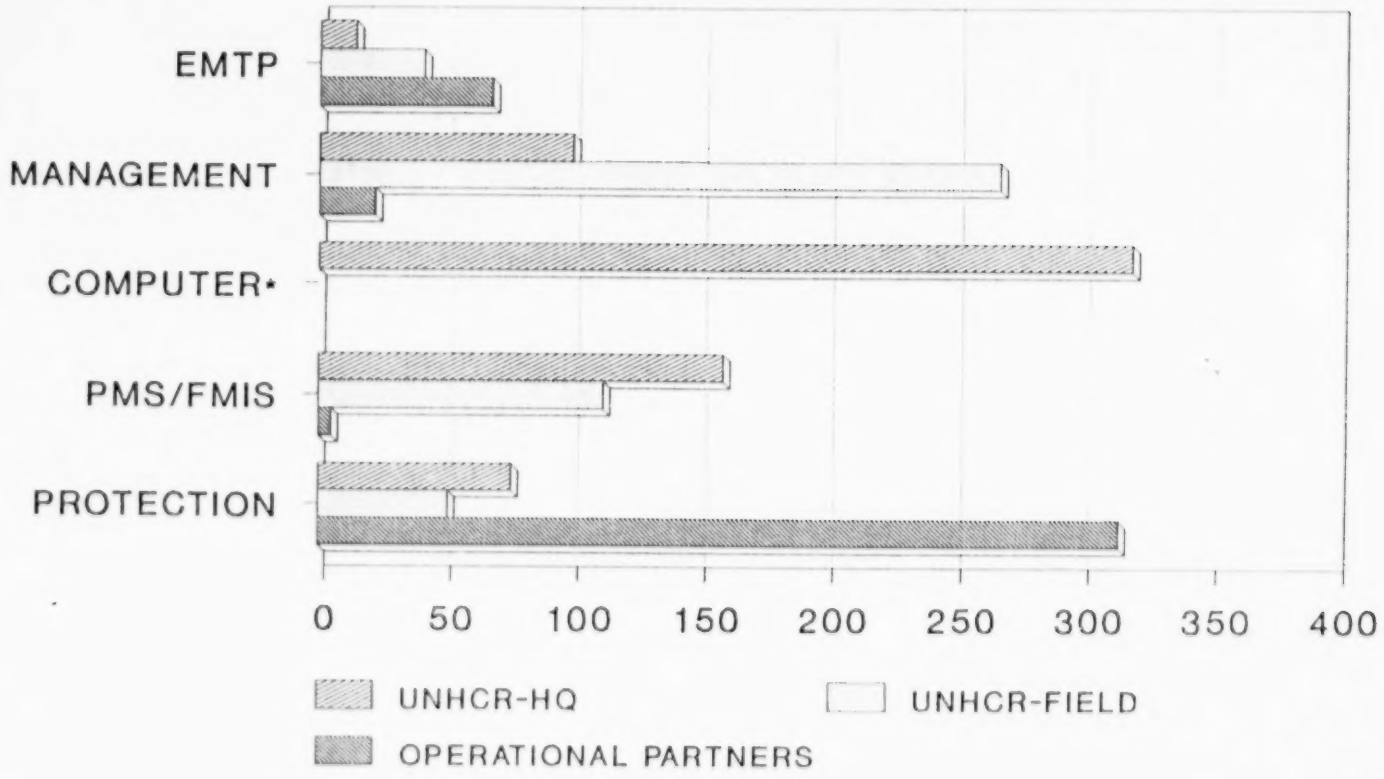
TABLE VI - B
PPE - STAFFING REQUIREMENTS IN FIELD AND HEADQUARTERS

SUMMARY - IN WORK-YEARS

		1991 INITIAL									1991 REVISED									1992 INITIAL								
		L6	L5	L4	L3	L2	s/Tot	NO	GS	TOT all	L6	L5	L4	L3	L2	s/Tot	NO	GS	TOT all	L6	L5	L4	L3	L2	s/Tot	NO	GS	TOT all
AFRICA	GP/TP	-	5.0	17.0	37.0	13.0	72.0	19.0	265.0	356.0	-	6.0	22.9	39.8	25.1	93.8	23.7	326.5	444.0	-	6.0	20.5	37.5	21.0	85.0	22.0	309.5	416.5
	SP/TP	-	-	1.0	2.0	1.0	4.0	1.0	11.0	16.0	-	-	1.3	5.8	2.1	9.2	3.9	41.8	54.9	-	-	2.0	4.3	2.5	8.8	3.0	26.3	38.1
	Total	0.0	5.0	18.0	39.0	14.0	76.0	20.0	276.0	372.0	0.0	6.0	24.2	45.6	27.2	103.0	27.6	368.3	498.9	0.0	6.0	22.5	41.8	23.5	93.8	25.0	335.8	454.6
ASIA AND OCEANIA	GP/TP	1.0	-	2.0	17.0	1.0	21.0	12.0	64.0	97.0	1.0	-	2.0	16.5	0.6	20.1	12.0	64.0	96.1	1.0	-	2.0	16.0	0.5	19.5	12.0	61.5	93.0
	SP/TP	-	-	5.0	13.0	4.0	22.0	1.0	8.0	31.0	1.0	-	9.8	19.4	8.8	39.0	2.5	15.3	56.8	1.0	-	7.5	20.0	13.0	41.5	2.0	14.0	57.5
	Total	1.0	0.0	7.0	30.0	5.0	43.0	13.0	72.0	128.0	2.0	0.0	11.8	35.9	9.4	59.1	14.5	79.3	152.9	2.0	0.0	9.5	36.0	13.5	61.0	14.0	75.5	150.5
EUROPE AND NORTH AMERICA	GP/TP	-	2.0	2.0	5.0	3.0	12.0	1.0	36.0	49.0	-	2.0	3.8	6.4	3.5	15.7	1.0	37.3	54.0	-	2.0	4.0	11.0	4.0	21.0	1.0	37.0	59.0
	SP/TP	-	-	-	-	-	0.0	-	-	0.0	-	0.3	0.5	-	-	0.8	-	1.0	1.8	-	0.7	-	-	-	0.7	-	-	0.7
	Total	0.0	2.0	2.0	5.0	3.0	12.0	1.0	36.0	49.0	0.0	2.3	4.3	6.4	3.5	16.5	1.0	38.3	55.8	0.0	2.7	4.0	11.0	4.0	21.7	1.0	37.0	59.7
LATIN AMERICA AND CARIBBEAN	GP/TP	-	-	4.0	8.0	1.0	13.0	1.0	28.0	42.0	-	-	3.0	7.6	1.9	12.5	1.0	26.9	40.4	-	-	3.0	5.0	3.0	11.0	1.0	24.0	36.0
	SP/TP	-	-	-	3.0	2.0	5.0	-	7.0	12.0	-	1.0	-	21.0	4.0	26.0	-	44.5	70.5	-	1.0	-	10.0	1.0	12.0	-	15.0	27.0
	Total	0.0	0.0	4.0	11.0	3.0	18.0	1.0	35.0	54.0	0.0	1.0	3.0	28.6	5.9	38.5	1.0	71.4	110.9	0.0	1.0	3.0	15.0	4.0	23.0	1.0	39.0	63.0
SOUTH W. ASIA NORTH AFRICA & MIDDLE EAST	GP/TP	-	1.0	3.0	7.0	3.0	14.0	15.0	69.0	98.0	-	1.3	3.0	7.5	2.0	13.8	15.0	70.0	98.8	0.5	2.0	3.5	8.5	2.0	16.5	14.5	72.0	103.0
	SP/TP	-	-	-	1.0	-	1.0	-	-	1.0	1.5	1.0	6.0	6.6	7.8	22.9	-	36.5	59.4	1.5	0.5	4.0	6.0	7.0	19.0	-	31.5	50.5
	Total	0.0	1.0	3.0	8.0	3.0	15.0	15.0	69.0	99.0	1.5	2.3	9.0	14.1	9.8	36.7	15.0	106.5	158.2	2.0	2.5	7.5	14.5	9.0	35.5	14.5	103.5	153.5
TOTAL FIELD	GP/TP	1.0	8.0	28.0	74.0	21.0	132.0	48.0	462.0	642.0	1.0	9.3	34.7	77.8	33.1	155.9	52.7	524.7	733.3	1.5	10.0	33.0	78.0	30.5	153.0	50.5	504.0	707.5
	SP/TP	0.0	0.0	6.0	19.0	7.0	32.0	2.0	26.0	60.0	2.5	2.3	17.6	52.8	22.7	97.9	6.4	139.1	243.4	2.5	2.2	13.5	40.3	23.5	82.0	5.0	86.8	173.8
	Total	1.0	8.0	34.0	93.0	28.0	164.0	50.0	488.0	702.0	3.5	11.6	52.3	130.6	55.8	253.8	59.1	663.8	976.7	4.0	12.2	46.5	118.3	54.0	235.0	55.5	590.8	881.3
TOTAL HEADQUARTERS	GP/TP	-	6.0	6.0	4.0	1.0	17.0	-	14.0	31.0	-	7.6	5.4	5.5	1.5	20.0	-	19.8	39.8	-	7.0	5.0	6.0	1.0	19.0	-	20.5	39.5
	SP/TP	-	3.0	8.0	4.0	-	15.0	-	28.0	43.0	2.2	4.1	12.1	13.9	0.8	33.1	-	61.5	94.6	0.3	1.7	11.7	12.0	1.0	26.7	-	52.3	79.0
	Total	0.0	9.0	14.0	8.0	1.0	32.0	0.0	42.0	74.0	2.2	11.7	17.5	19.4	2.3	53.1	0.0	81.3	134.4	0.3	8.7	16.7	18.0	2.0	45.7	0.0	72.8	118.5
GRAND TOTAL	GP/TP	1.0	14.0	34.0	78.0	22.0	149.0	48.0	476.0	673.0	1.0	16.9	40.1	83.3	34.6	175.9	52.7	544.5	773.1	1.5	17.0	38.0	84.0	31.5	172.0	50.5	524.5	747.0
	SP/TP	0.0	3.0	14.0	23.0	7.0	47.0	2.0	54.0	103.0	4.7	6.4	29.7	66.7	23.5	131.0	6.4	200.6	338.0	2.8	3.9	25.2	52.3	24.5	108.7	5.0	139.1	252.8
	Total	1.0	17.0	48.0	101.0	29.0	196.0	50.0	530.0	776.0	5.7	23.3	69.8	150.0	58.1	306.9	59.1	745.1	1111.1	4.3	20.9	63.2	136.3	56.0	280.7	55.5	663.6	999.8

GP - General Programmes; SP - Special Programmes; TP - Temporary Post
L - Professional Project Personnel; NO - Professional National Officer; GS - General Service Staff

TRAINING BY SECTOR 1990
(HQ/FIELD/OPERATIONAL PARTNERS)



•No data on UNHCR-Field/Ops Partners

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-second session

OVERVIEW OF UNHCR ACTIVITIES

Corrigendum

1. Table VI-A - Project Personnel Expenditure (PPE) for 1992 Initial Budget. Please note that the figures in the 1990 expenditure columns for PPE have been corrected.

GE.91-03536

TABLES V-A AND VI-A

PROGRAMME SUPPORT & ADMINISTRATIVE COSTS (PSA) FOR 1992 INITIAL BUDGET — TABLE V-A
SUMMARY BY OBJECT OF EXPENDITURE (in thousands of U.S. Dollars)

	PROGRAMME SUPPORT & ADMIN.(PSA)				Objects of expenditure				
	REGULAR BUDGET	GENERAL PROGR.	SPECIAL PROGR.	TOTAL	STAFF	TRAVEL	CONTRACT. SERVICES	OPERATING EXPENSES	OTHER
I. AFRICA	-	12,575	1,180	13,756	9,596	615	41	2,918	586
II. ASIA & OCEANIA	-	7,162	941	8,103	6,099	398	174	1,221	211
III. EUROPE & N.AMERICA	-	9,608	696	10,304	7,214	317	484	1,928	361
IV. LAT.AMER.& CARIBBEAN	-	4,158	706	4,864	3,486	293	7	972	106
V. S.W ASIA, N.AFR. & M.E.	-	3,553	573	4,126	3,460	221	3	398	44
sub-total Field	-	37,057	4,096	41,153	29,855	1,844	709	7,437	1,308
VI. OVERALL HEADQUARTERS	17,186	19,976	424	37,586	31,837	792	822	2,247	1,888
1992 INITIAL ESTIMATES	17,186	57,033	4,520	78,739	61,692	2,636	1,531	9,684	3,196
1991 Revised estimates	17,312	58,410	5,060	80,782	63,792	2,527	1,646	8,449	4,368
1991 Initial estimates	17,296	55,523	5,318	78,137	59,627	2,795	1,910	9,228	4,577
1990 Expenditure	19,852	61,428	7,921	89,201	74,758	1,808	2,121	6,857	3,657

PROJECT PERSONNEL EXPENDITURE (PPE) FOR 1992 INITIAL BUDGET — TABLE VI-A
SUMMARY BY OBJECT OF EXPENDITURE (in thousands of U.S. Dollars)

	PROJECT PERSONNEL EXPENDITURE (PPE)			Objects of expenditure				
	GENERAL PROGR.	SPECIAL PROGR.	TOTAL	STAFF	TRAVEL	CONTRACT. SERVICES	OPERATING EXPENSES	OTHER
I. AFRICA	16,358	1,631	17,989	13,049	780	0	3,377	783
II. ASIA & OCEANIA	3,973	10,068	14,041	11,762	622	31	1,362	264
III. EUROPE & N.AMERICA	3,635	169	3,804	2,973	169	42	561	59
IV. LAT.AMER. & CARIBBEAN	1,912	1,622	3,534	2,426	206	9	746	147
V. S.W ASIA,N.AFR. & M.E.	3,963	4,204	8,167	5,299	946	15	1,797	110
sub-total Field	29,841	17,694	47,535	35,509	2,723	97	7,843	1,363
VI. OVERALL HEADQUARTERS	10,046	13,155	23,201	10,763	1,025	2,926	3,882	4,605
1992 INITIAL ESTIMATES	39,887	30,849	70,736	46,272	3,748	3,023	11,725	5,968
1991 Revised estimates	39,380	54,530	93,910	57,784	9,077	3,203	12,273	11,573
1991 Initial estimates	31,621	11,252	42,873	27,252	2,368	2,099	7,236	3,918
1990 Expenditure	35,865	25,401	61,266	40,919	3,832	2,183	9,671	4,661

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Forty-second session

UNHCR EVALUATION ACTIVITIES

A. Introduction

1. As reported in the May 1991 meeting of the Sub-Committee on Administrative and Financial Matters, UNHCR has continued its efforts to strengthen evaluation systems and procedures. During the past year, procedures for selecting work and following-up on recommendations were refined. Efforts were made to strengthen collaboration between evaluation and related functions including, for example, collaboration with training staff, the Senior Co-ordinator for Refugee Women, and staff responsible for project design and appraisal.

2. Despite progress in improving planning and follow-up mechanisms, evaluation efforts during the year were more limited than originally hoped. With two of the three professional staff in the Evaluation Unit departing in the second half of 1990 for more senior posts, the Unit was left with only one experienced Evaluation Officer to manage evaluation activities, train new staff and carry out more complex assignments. Although this situation prevailed for most of the year, UNHCR was fortunately able to identify senior consultants with sufficient expertise and familiarity with refugee operations to carry out effectively evaluation assignments.

3. In terms of impact, a number of significant evaluations were carried out during the year. Since mid-1990, in-depth evaluations have been carried out: in Pakistan, UNHCR's largest ongoing operation; in India, where UNHCR has its largest urban caseload; in the West African countries of Guinea and Sierra Leone, where many important lessons were learnt from the emergency and

operational improvements; in Uganda and Zaire, where important operations require greater attention; and finally in Nepal and Sri Lanka where UNHCR programmes are small but significant.

4. Most comprehensive evaluations of UNHCR field operations were aimed at providing managers with information and recommendations that could be used to improve the implementation of operations, programmes and activities for which they are responsible. Evaluations also attempted to identify lessons that could be shared with Field and Headquarters personnel involved in similar operations. An effort was also made to disseminate lessons through UNHCR training activities.

5. Most of the evaluations carried out during the year focused on the appropriateness of material assistance; its form, level and link with solutions. In addition, other operational aspects were normally covered, such as refugee protection activities, implementing arrangements and organizational structures.

6. In evaluating country programmes, in-depth evaluations reviewed a wide range of issues and analyzed the operation's progress towards its overall and sectoral aims. For example, evaluations analysed the extent to which operational activities in the countries under review were consistent with the durable solutions being envisaged. In-depth evaluations also considered the extent to which the operation was making a substantial contribution to the refugee's well-being. In addition, evaluations assessed whether operational activities were being carried out in an efficient and cost-effective manner.

7. The decision as to which activities or operations are evaluated is taken by an Evaluation Committee chaired by the Deputy High Commissioner. The Evaluation Committee selects topics after considering organizational priorities, urgent needs and areas of particular interest or concern. The Evaluation Committee is also responsible for reviewing the conclusions and recommendations of the Central Evaluation Unit in order to ensure that recommendations concerning organzational policies are taken into account and to establish follow-up procedures for each evaluation.

8. The general conclusions and recommendations of the Central Evaluation Unit during the past year are presented below in accordance with a recommendation contained in the Report of the Executive Committee Temporary Working Group (see document A/AC.96/742), calling upon the Office to share summaries of its evaluations with the Executive Committee.

B. Review of UNHCR Operations in Pakistan

9. In view of the degree of self-sufficiency achieved by most refugees, the evaluation concluded that assistance should be targeted and that the refugee institutions that have been created to provide care and maintenance to Afghan refugees should now be scaled down progressively. The evaluation expressed concern that an overly paternalistic assistance perspective could easily result in a static care and maintenance operation and warned that such a perspective could work against the search for solutions in a variety of ways.

10. The evaluation pointed out that many services are supplied at such modest levels they often have an inconsequential impact on all but a small percentage of the population. The review concluded that there is a more compelling need for resources in many other parts of the world and recommended that steps be taken to scale down operations. Consequently, the report argued for a progressive handing-over of care and maintenance activities that would rationalize operations and help to engage all partners in a search for solutions.

11. Among the report's principal recommendations was a suggestion that UNHCR should clarify its expected role in Pakistan. The report also recommended that UNHCR should assess the impact and effectiveness of various sectoral activities and, to the extent possible, negotiate reductions and hand over activities before refugee structures become an obstacle to solutions and development. The report also made a number of suggestions regarding specific sectors, e.g. rehabilitation efforts in Afghanistan and operational monitoring.

12. An Evaluation Committee meeting chaired in this instance by the High Commissioner accepted the key recommendations of the evaluation. Evaluation conclusions were subsequently shared with the Government of Pakistan, and field staff are now discussing plans that are expected to provide a degree of new direction to many activities.

C. Review of UNHCR Operations in India

13. The implementing arrangements in India give UNHCR sole responsibility for the long-term caseload in New Dehli, a situation that creates a number of operational difficulties for UNHCR. The evaluation pointed out many reasons for avoiding in the future the type of long-term assistance and institutional arrangements established in New Dehli. It was noted that such operations often create dependence as well as a financial burden that is difficult to maintain indefinitely.

14. The evaluation was not able to identify ways in which the situation could be improved easily. In view of the many practices already established and the relatively minimal Government involvement, the operation has very little flexibility and potential for significant change. The report noted that even small economies will be difficult to realise and are likely to provoke a violent reaction from the urban caseload.

15. The report nevertheless suggested that UNHCR should make every effort to introduce limited measures that might control the situation and suggested a number of ways for improving coordination in the region. Better coordination would improve eligibility determinations and repatriation efforts as well as help to eliminate imbalances in eligibility and assistance between neighbouring countries dealing with a similar refugee caseload.

16. The Evaluation Committee adopted the key report recommendations calling for a reassessment of eligibility criteria and assistance. Following the evaluation, a number of important steps were taken to improve operational activities in India as well as to enhance regional coordination.

D. Review of UNHCR Assistance in Guinea and Sierra Leone

17. A joint evaluation by the Central Evaluation Unit and Programme and Technical Support Section found that after a slow start, operations in West Africa had improved significantly. The evaluation argued that while care and maintenance may be required in the short-term, in view of the fact that the refugees have tended to settle among the local population, a more development-oriented approach should be taken in the medium and long-term. The evaluation also recommended that activities leading to self-reliance should be promoted until repatriation becomes possible.

18. Among the more specific recommendations aimed at improving operations in the two countries were suggestions regarding activities that would increase refugee participation, self-reliance, and contribute to the development of the geographical areas in which refugees are located. Also recommended were ways to improve transport capacity, road maintenance, water supply systems, sanitation, and basic health care facilities. In addition, the evaluation suggested ways in which the specific needs of women could be addressed. The vast majority of recommendations were adopted at the end of the mission.

19. Recommendations aimed at improving UNHCR's emergency preparedness and response were a central element of the report. These recommendations are being incorporated into a larger assessment now getting underway, of UNHCR's ability to respond to emergencies. Nevertheless, many of the lessons were already considered in planning the Gulf operation and a number of common mistakes were avoided.

E. Review of UNHCR Operations in Uganda

20. A joint evaluation by the Central Evaluation and Programme and Technical Support Section analysed the reasons for the slow progress being made by refugees in attaining self-sufficiency. Although many problems could be attributed to difficult economic conditions in Uganda, the evaluation nevertheless tried to suggest ways in which the operation could be improved on a sector-by-sector basis.

21. The evaluation emphasized that UNHCR should retain a regular monitoring role while phasing-out direct infrastructural support to Rwandese refugees in long-established settlements. In addition, the report made a number of suggestions on how UNHCR could try to involve other agencies in assisting refugee-affected areas.

22. The evaluation noted that the UNHCR programme in Uganda poses no major problems of a critical emergency nature, but suggested that the operation could benefit from greater attention. The operation has often been hampered by severely limited budgets. Problems are only compounded by the absence of NGOs in Uganda.

23. Evaluation recommendations covered a wide range of issues and included, for example, proposals regarding: the need for reserve foodstocks; the introduction of food-for-work schemes; and the phasing out of the UNHCR heavy transport fleet. The evaluation also suggested that the World Food Programme

(WFP) assume responsibility for food transport; that temporary health facilities be replaced with more permanent facilities; that educational facilities be improved; that the water-drilling programmes be expanded; and that the allocations of relief supplies, reserve stocks and hand tools be increased and that refugee progress towards self-sufficiency be accelerated.

24. The UNHCR field office has agreed to most of the evaluation recommendations and steps have been taken to rectify a large number of the deficiencies identified during the evaluation. Taking into account the evaluation findings, resources committed to the Ugandan operation were substantially increased for 1991 and 1992, and efforts were begun to identify NGOs able to work with UNHCR in Uganda.

F. Review of UNHCR Operations in Zaire

25. A recent review of UNHCR activities in Zaire found that refugee needs and operational activities varied greatly from area to area. The report identified a number of problems in providing care and maintenance, and argued that activities should be geared more towards self-reliance in view of the degree of local integration and self-support. The report stressed the need for more agricultural-related assistance in rural areas and income-generating activities in urban areas, in order to achieve greater self-sufficiency among refugees.

26. A number of the evaluation recommendations were related to the organization and staffing of field activities in Zaire. The evaluation concluded that many of the difficulties being encountered in Zaire were the result of the absence of staff to monitor and follow-up on programme activities.

27. The Evaluation Committee meeting on Zaire will be convened in upcoming months, but there has been initial agreement on a number of evaluation recommendations. Moreover, steps have already been taken to address a number of staffing and organizational problems identified during the mission which, in many instances, are at the heart of other difficulties.

G. Review of UNHCR Operations in Nepal

28. A mission in mid-1990 found that the long-term workload in Nepal was too small to support continuation of a full-fledged Branch Office. However, at the time of the mission, the number of new arrivals was beginnning to increase. The situation was therefore viewed as being in a state of flux.

29. Several Evaluation Committee meetings were held to consider how refugee activities in Nepal could be covered and to review the size and type of presence required. Plans and a timetable to change the nature of UNHCR's presence were outlined, but with a significant increase in the refugee caseload following the evaluation, the Evaluation Committee subsequently decided that the Branch Office in Nepal should remain open. The Committee concluded, however, that the situation should be reviewed in September 1991, in order to re-assess the need for the existing UNHCR presence.

H. Review of UNHCR Programme of Immediate Relief Assistance to Displaced Persons in Sri Lanka

30. Following extensive discussion and debate at Headquarters concerning a prolongation of relief assistance to returnees and displaced persons in Mannar District, an evaluation mission was sent to Sri Lanka to assess the situation first hand. The mission found that the programme provides important humanitarian relief and security to refugees and displaced persons who have been forced to flee their home since the renewal of hostilities in June 1990.

31. The evaluation mission concluded that the programme has met with considerable success in achieving all of its original objectives and clearly provided a viable alternative to further flight. Consequently, the mission recommended that the programme be extended to the end of 1991 in its present form, without expansion or change in its character unless justified by totally unforseen events. It was also agreed that continuation thereafter would be subject to further review. In addition, the mission made several recommendations regarding staffing and fund raising.

32. The Evaluation Committee subsequently accepted the evaluation recommendations. The Committee emphasized, however, that the programme should not be regarded as an open-ended commitment for indefinite prolongation. Furthermore, it was emphasized that the programme should only continue if the current security problem is satisfactorily resolved.

I. Lessons learned from the first phase of repatriation of Angolans from Zaire

33. Following the first phase in a repatriation of Angolans from Zaire in 1990, an evaluation was undertaken to document the overall lessons learned which could be used to plan subsequent repatriations. Among the principal lessons were suggestions as to how planning and coordination could be improved in all aspects of the operation. In addition, lessons were drawn regarding a number of managerial issues. The review also raised issues and concerns related to repatriating refugees to areas where security remains precarious.

34. The lessons learned during the evaluation are now being taken into account as plans are developed for resuming repatriation following a ceasefire agreement between the Angolan Government and UNITA in 1991. Lessons from the evaluation will also be disseminated to those responsible for similar repatriation operations in other countries and translated into training materials.

J. Study of Emergency Response

35. As of mid-year, the Central Evaluation Unit had just begun an extensive study of UNHCR's capacity to respond to emergency situations taking into account recent experience in the Gulf and Liberia, as well as considering responses over the past 10 years. The study will attempt to analyse the various approaches that might be considered to improve preparedness and response and it will attempt to assess their feasibility. Many of the studies and conclusions will undoubtedly be drawn from the implementing arrangements and agency cooperation in the Gulf.

36. In the course of the study, organizational policies, practices and procedures that facilitate or hamper preparedness and response will be reviewed thoroughly, and every effort made to identify particular approaches that facilitate or hinder operations. Lessons derived from the study should hopefully enable UNHCR and other agencies to identify ways in which future emergency preparedness and response can be improved.

K. Future Work

37. The size and scope of the current emergency evaluations will occupy most of the Central Evaluation Unit's staff for the remainder of 1991. As of mid-year, efforts were still underway to formulate an evaluation plan for Africa during the second half of 1991. For some time, evaluation work has been scheduled for Ethiopia, but events in the region have once again delayed this effort. At present, UNHCR operations in Malawi and Mozambique are being considered for major evaluations.

38. An extensive evaluation of UNHCR's inter-agency activities under the International Conference on Central American Refugees (CIREFCA) is also expected to begin later in 1991, along with a comprehensive survey of UNHCR activities in Eastern Europe. Additional in-depth evaluations can be expected as needs are identified and plans finalized. At present, however, the need for evaluation staff to assist in emergencies and rapidly changing organizational priorities have made it somewhat difficult to plan evaluations more than six months in advance.